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ABSTRACT

This report is on the Senate Education Subcommittee Hearing held to consider legislation relating to reading instruction programs and a continuation of a prior hearing on this subject conducted by the subcommittee in April 1973. Witnesses testifying before the subcommittee included: Thomas Little, Herbert Kiesling, Ruth Holloway, Joseph Dionne, Paul Leedy, Richard Petre, Gilbert Schiffman, Pete Domenici, and Kay Lumley. Prepared statements were made by Joseph Dionne, Pete Domenici, Alexandria Hoffman, Ruth Holloway, Herbert Kiesling, Paul Leedy, Thomas Little, Kay Lumley, Richard Petre, and Gilbert Schiffman. Additional information includes articles and publications related to reading. (WR)

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NATIONAL READING IMPROVEMENT ACT, 1973

HEARINGS
BEFORE THE
SUBCOMMITTEE ON EDUCATION
OF THE
COMMITTEE ON
LABOR AND PUBLIC WELFARE
UNITED STATES SENATE
NINETY-THIRD CONGRESS
FIRST SESSION
ON

S. 2069
TO IMPROVE NATIONAL READING SKILLS

S. 1318
TO AMEND THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, TO AUTHORIZE READING EMPHASIS PROGRAMS TO IMPROVE READING IN THE PRIMARY GRADES, AND FOR OTHER PURPOSES

SEPTEMBER 18 AND 19, 1973

Printed for the use of the Committee on Labor and Public Welfare

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NATIONAL READING IMPROVEMENT ACT, 1973

TUESDAY, SEPTEMBER 18, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:10 a.m., in room 4232, Dirksen Office Building, Senator Thomas F. Eagleton, presiding pro tempore.

Present: Senators Eagleton, Dominick, Beall, and Stafford.

Senator EAGLETON. Good morning, ladies and gentlemen.

The Subcommittee on Education of the Senate Committee on Labor and Public Welfare is now in session.

These hearings being held today and tomorrow by the Senate Education Subcommittee to consider legislation relating to reading instruction programs are a continuation of prior hearings on this subject conducted by the subcommittee last April. Two bills are now before the subcommittee for consideration: S. 2069, the National Reading Improvement Act, which I introduced earlier this year with 12 cosponsors, and S. 1318, the Elementary School Reading Emphasis Act of 1973, introduced by Senators Beall, Dominick, Domenici, Montoya, and Pastore. We will enter a copy of the bills at this point in the record.

[A copy of the bills follows:]

93d CONGRESS
1st Session

S. 2069

IN THE SENATE OF THE UNITED STATES

June 26 (legislative day, June 25), 1973

Mr. Eagleton introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

---

A BILL

To improve national reading skills.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Reading Improvement Act of 1973".

Sec. 2. The Elementary and Secondary Education Act of 1965 is amended by redesignating title VIII and references thereto as title X, by renumbering sections 801, 803, 805, 807, 808, 809, 810, and 811, and references thereto as sections 1001 through 1008, respectively, and by inserting after title VII thereof the following new title:

"TITLE VIII—READING IMPROVEMENT PROGRAMS

"SEC. 801. It is the purpose of this title—

"(1) to provide for the strengthening of reading instruction programs in the school systems in the Nation;

"(2) to provide financial assistance for the development and enhancement of necessary skills of instructional and other educational staff for reading programs; and

"(3) to develop a means by which measurable objectives for reading programs can be established and a means by which progress toward such objectives may be assessed.

"STATE READING IMPROVEMENT CONTRACTS

"SEC. 802. (a) The Commissioner shall, in accordance with the provisions of this section contract with the States in order to encourage and assist elementary and secondary school systems—

"(1) in planning, developing, and operating improved reading programs;

"(2) in identifying exemplary reading programs in the schools of the States and encouraging and assisting the replication of such programs in other schools;

"(3) in encouraging the establishment and expansion of improved reading programs designed to eliminate illiteracy among adults; and

"(4) in training instructional and other education staff including teacher-aides or other ancillary education personnel and in the acquisition of instructional and related materials, books, periodicals, supplies, and equipment.

"(b) For the purpose of assisting the States under contracts entered into under this section, there are authorized to be appropriated $100,000,000 for the fiscal year ending June 30, 1974, $200,000,000 for the fiscal year ending June 30, 1975, and $250,000,000 for the fiscal year ending June 30, 1976.

"(c) (1) The Commissioner shall allot to each State an amount which bears the same ratio to the total amount appropriated as the school-age population with reading deficiencies of such State bears to the total school-age population with reading deficiencies in all the States.

"(2) The Commissioner shall, by regulation, establish standards for identifying the school-age population with reading deficiencies in each State, which shall include designation of approved methods of selecting and testing a representative sample of the school-age population in each State in order to make such determination.

"(3) Whenever the Commissioner determines that any amount allotted to a State for a fiscal year under this section will not be used by such State for carrying out the purpose for which the allotment was made, he shall make such amount available for carrying out such purpose to one or more other States to the extent he determines such other States will be able to use such additional amount for carrying out such purpose. Any amount made available to a State from an appropriation for a fiscal year pursuant to the preceding sentence shall, for the purposes of this section, be regarded as part of such State's allotment (as determined under the preceding provisions of this section) for such year.

"(d) Each contract entered into under this section shall contain assurances that—

"(1) a single State agency, designated by the Governor, shall be the agency responsible for the execution of the contract and the operation of the programs conducted thereunder;

"(2) payments under the contract shall be used to plan for and develop a State reading improvement program, giving consideration to the requirements of subsection (f) with respect to contracts with local educational agencies; and

"(3) payments under the contract shall be used to comply with such other requirements as the Commissioner may establish by regulation in order to achieve the purposes of this title and to protect the financial interests of the United States.

"(e) The State agency shall—

"(1) prepare a ten-year plan, in such detail as the Commissioner may require, specifying the goals of the program designed to eliminate illiteracy and overcome reading deficiencies to be conducted with the assistance of funds provided under this title, and the means to be employed by State and local educational agencies to achieve such goals;

"(2) identify those elementary and secondary school children with reading deficiencies and give highest priority to those local educational agencies with the highest concentration of school-age population with reading deficiencies; and

"(3) provide assurance that Federal funds made available under this title for any fiscal year will be so used as to supplement and, to the extent practical, increase the amount of State and local school funds that would in the absence of such Federal funds be made available for reading programs, and in no case supplant such State and local funds.

"(f) The State agency shall enter into subcontracts with local educational agencies for the purpose of establishing comprehensive reading programs at the local level to implement the State plan, consistent with the purposes of this title. Each application for a subcontract under this subsection shall contain assurances that the local educational agency will, at a minimum, provide for—

"(1) identification of elementary and secondary school children with reading deficiencies;

"(2) planning for and establishing comprehensive reading programs;

"(3) remedial reading instruction for pupils whose reading achievement is less than that which would normally be expected for pupils of comparable ages and in comparable grades of school;

"(4) preservice training programs for teaching personnel including teacher-aides and other ancillary educational personnel, and inservice training and development programs designed to enable such persons to improve their ability to teach students to read;

"(5) participation of the entire school faculty and student body in reading-related activities which stimulate an interest in reading and are conducive to the improvement of reading skills;

"(6) parent participation in development and implementation of the program;

"(7) periodic testing on a sufficiently frequent basis to accurately measure reading achievement;

"(8) publication of test results on reading achievement by school district and by grade level without identification of achievement of individual children;

"(9) availability of test results on reading achievement on an individual basis to parents or guardians of any child being so tested;

"(10) participation on an equitable basis by children enrolled in nonprofit private elementary and secondary schools in the area to be served (after consultation with the appropriate private school officials) to an extent consistent with the number of such children whose educational needs are of the kind the program is intended to meet;

"(11) making available reading instruction programs, including Outreach, to persons who are not in regular attendance at such schools but who lack basic reading skills sufficient to enable them to achieve at least functional literacy;

"(12) the use of bilingual education methods and techniques to the extent consistent with the number of school-age children or adults (as the case may be) in the area served by a reading program who are of limited English-speaking ability;

"(13) optimum use of the cultural and educational resources of the area to be served, including institutions of higher education, nonprofit private schools, public and private nonprofit agencies such as libraries, museums, educational radio and television, and other cultural and education resources of the community; and

"(14) such other components as may be agreed upon by the Commissioner and the State.

"(g) Each contract entered into under this section shall be for a maximum period of three years and such contracts shall not be renewed unless measurable progress toward the goal of eliminating illiteracy has been demonstrated.

"(h) Terms and conditions of any contract entered into under this section shall be specifically enforceable in an action brought by the United States.

"(i) The Commissioner is authorized to make incentive awards to local educational agencies which he determines, in accordance with criteria and procedures established by regulation, to have demonstrated exceptional achievement in improving reading levels of school-age children or in eliminating illiteracy through reading programs conducted pursuant to this section. There is authorized to be appropriated for the purposes of this subsection for any fiscal year an amount equal to 25 per centum of the sums appropriated for such fiscal year for the purposes of subsection (b) of this section.

"GRANTS FOR INSTITUTIONS OF HIGHER EDUCATION

"SEC. 803. (a) There is hereby authorized to be appropriated $50,000,000 for the fiscal year ending June 30, 1974, $60,000,000 for the fiscal year ending June 30, 1975, and $65,000,000 for the fiscal year ending June 30, 1976, for the purposes of this section.

"(b) The Commissioner is authorized to make grants to institutions of higher education, or combinations of such institutions, upon application therefor, to assist such institution or institutions—

"(1) in planning and implementing programs to strengthen and improve undergraduate instruction in the teaching of reading, including inservice training programs; and

"(2) in planning, developing, and implementing cooperative programs with local educational agencies which show promise as effective measures for solving reading problems.

"ESTABLISHMENT OF THE OFFICE FOR THE IMPROVEMENT OF READING PROGRAMS

"SEC. 804. (a) There is established in the Office of Education an Office for the Improvement of Reading Programs which shall be responsible for—

"(1) the administrtation of the programs authorized by this title; and

"(2) the coordination of education programs as provided in the following subsection.

"(b) The Commissioner is authorized, in accordance with the criteria and procedures established by regulation, to facilitate, at the local level, coordination of the furnishing of services under—

"(1) titles I, II, III, and V of the Elementary and Secondary Education Act of 1965;

"(2) section 222 (a) of the Economic Opportunity Act of 1964;

"(3) the Adult Education Act;

"(4) the Emergency School Assistance Act; and

"(5) the Higher Education Act of 1965,

which are related to the purposes of this title.

EDUCATION TECHNOLOGY IN READING PROGRAMS

"SEC. 805. The National Institute of Education shall conduct research on, and support research, demonstration, and pilot projects related to, the use of educational technology in reading programs. To carry out the purpose of this section there is authorized to be appropriated to the National Institute of Education $5,000,000 which shall remain available for obligation and expenditure until expended.

"STRENGTHENING ADULT EDUCATION READING PROGRAMS

"SEC. 806. (a) Clause (8) of section 306(a) of the Adult Education Act is amended to read as follows:

"'(8) provide that, unless such needs can be shown to have been met, priority shall be given to programs and projects designed to meet the needs of adults who are not functionally literate.'

"(b) Section 312(a) of the Adult Education Act is amended by adding at the end thereof the following new sentence: 'There are authorized to be appropriated $275,000,000 for each of the fiscal years ending June 30, 1974, June 30, 1975, and June 30, 1976.'

"STATE CERTIFICATION AGENCIES

"SEC. 807. (a) There are authorized to be appropriated $2,500,000 for each of the fiscal years ending June 30, 1974, June 30, 1975, and June 30, 1976 to carry out the purpose of this section.

"(b) The Commissioner shall carry out a program for making grants to State agencies responsible for certifying elementary and secondary education teachers to upgrade reading certification requirements in the State to better prepare those teachers to teach reading.

"(c) For the purpose of carrying out the provisions of this section more effectively, the Commissioner is authorized, upon request, to provide advice, counsel, and technical assistance to State accrediting agencies.

"READING IMPROVEMENT PROGRAM REPORT

"SEC. 808. No later than November 1 of each calendar year, the Commissioner shall transmit to the Committee on Labor and Public Welfare of the Senate, and the Committee on Education and Labor of the House of Representatives, a report on activities carried on pursuant to this title evaluating program objectives, assignments of responsibility, levels of support, results and levels of performance, and an estimated budget for the succeeding fiscal year."

93d CONGRESS
1st Session

S. 1318

IN THE SENATE OF THE UNITED STATES

March 22, 1973

Mr. Beall (for himself and Mr. Dominick) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To amend the Elementary and Secondary Education Act of 1965, to authorize reading emphasis programs to improve reading in the primary grades, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Elementary School Reading Emphasis Act of 1973".

Sec. 2. The Elementary and Secondary Education Act of 1965 is amended by redesignating title VIII and references thereto as title X, by renumbering sections 801, 803, 805, 807, 808, 809, 810, and 811 and references thereto as sections 1001 through 1008, respectively, and by inserting after title VII thereof the following new title:

"TITLE VIII—READING EMPHASIS PROGRAMS

"FINDINGS AND PURPOSE

"SEC. 801. (a) The Congress finds—

"(1) that reading is the single most important key to learning and that the mastering of reading skills determines in large part success in school and subsequent adult life;

"(2) that the President of the United States has recognized the critical importance of reading by establishing the right to read program which is charged with the responsibility of eliminating functional illiteracy by 1980;

"(3) that approximately seven million elementary and secondary school students have severe reading problems;

"(4) that the reading deficiency in schools having large numbers of children from lower income families is massive, with as many as 40 to 50 per centum of such students reading below grade level and that many students from advantaged backgrounds are also handicapped by the lack of reading skills;

"(5) that 90 per centum of the seven hundred thousand students who drop out of school each year are classified as poor readers;

"(6) that studies have indicated that the reading deficiencies of disadvantaged children may be traced in part to the adverse effect of the summer vacation;

"(7) that measures to improve the achievement of children become increasingly more difficult and less effective the longer they are delayed; and

"(8) that there is a need to emphasize reading and to improve and intensify the instruction of reading in the primary grades to prevent the development of reading problems.

"(b) It is the purpose of this title to provide financial assistance to assist local educational agencies to undertake demonstration projects emphasizing reading in elementary schools, to improve the instruction of reading in elementary schools, to provide reading training for teachers, to establish a research center for reading improvement, and to provide a reading achievement award.

"READING EMPHASIS DEMONSTRATION PROJECTS

"SEC. 802. (a) The Commissioner is authorized to arrange by grant, contract, or otherwise with local educational agencies for the carrying out by such agencies in elementary schools, which have large numbers or high concentrations of children who are not reading at the appropriate level, of reading emphasis demonstration projects in accordance with this section.

"(b) Each such project shall provide for—

"(1) the teaching of reading by a reading specialist for all children in the first and second grades of an elementary school for a period each day not less than forty minutes in duration;

"(2) the teaching of reading by a reading specialist for elementary school children in grades three through six who have reading problems for a period each day not less than forty minutes in duration; and

"(3) an intensive summer reading program conducted by a reading specialist for public school children who are found to be reading below the appropriate grade level or experiencing problems in learning to read.

"(c) No arrangement may be entered into under this section unless upon an application made to the Commissioner at such time, in such manner, and including or accompanied by such information as he may reasonably require. Each such application shall provide assurances that—

"(1) the project will be carried out in conformance with subsection (b) of this section in one or more elementary schools of the local educational agency;

"(2) appropriate measures have been taken by the agency to analyze the reasons why elementary school children are not reading at the appropriate grade level;

"(3) the agency will screen for conditions that would impede or prevent children from learning to read;

"(4) the agency will administer diagnostic testing designed to identify elementary school children who are not reading at the appropriate grade level;

"(5) the agency will develop a plan setting forth specific objectives, which shall include the goal of having all children in project schools reading at the appropriate grade level by the end of grade three;

"(6) the agency plan will include those criteria and procedures, including objective measures of reading achievement that will be used to calculate, at least annually, the extent to which the objectives of the plan have been achieved;

"(7) the agency will provide for parent participation and that consideration will be given, when teacher aides are employed, to the hiring of parents of the students, on a rotating basis, in order to involve directly the maximum number of such parents;

"(8) subject to the limitations contained in subsection (d), the agency will publish aggregate testing scores of the elementary school children participating in the project, and furnish such aggregate testing scores, upon request, to the Commissioner; and

"(9) the project has been approved by the State educational agency.

"(d) Nothing in this section shall permit the disclosure of individual reading test scores obtained under this section to any individual other than the parent or guardian or any child being so tested.

"(e) The Commissioner, in selecting projects under this title, shall, to the extent feasible, attempt to secure an equitable distribution among urban and rural areas.

"(f) The Commissioner is authorized to enter into at least one arrangement with a local educational agency in an urban area and a local educational agency in a rural area for a districtwide project conducted in all schools of such agencies. In selecting the districtwide project in the urban area, the Commissioner shall give priority to a local educational agency which agrees to utilize the television course or courses developed for teachers of reading, pursuant to section 803, as evidenced by the Commissioner's findings that—

"(1) the State educational agency or the local educational agency, as appropriate, will give credit for any course to be developed under section 803 and will encourage participation by the teachers of such agency in the training;

"(2) the local public educational television station will present any course to be developed under this section at an hour convenient for the viewing by elementary school teachers and, if possible, at a time convenient for such teachers to take the course, as a group, at the elementary school where they teach; and

"(3) that institution or institutions of higher education will agree to give academic credit for the completion of such courses.

"(g) There is authorized to be appropriated to carry out the projects under this section $50,000,000 for the fiscal year ending June 30, 1974, $55,000,000 for the fiscal year ending June 30, 1975, and $60,000,000 for the fiscal year ending June 30, 1976.

"READING TRAINING ON PUBLIC TELEVISION

"SEC. 803. (a) The Commissioner of Education is authorized, through grants or contracts, to enter arrangements with institutions of higher education, public or private agencies or organizations, and individuals for—

"(1) the preparation, production, and distribution for use on public educational television stations of courses for elementary school teachers who are or intend to become reading teachers or reading specialists; and

"(2) the preparation and distribution of study course material to be used in conjunction with any such course.

"(b) In carrying out the provisions of this section the Commissioner shall consult with and involve recognized authorities in the field of reading and specialists in the utilization of the communications media for educational purposes, and with the local and State educational agency of the urban districtwide reading emphasis project and other reading emphasis projects, to the extent feasible.

"(c) For the purpose of carrying out this section, there is authorized to be appropriated $1,000,000 for the fiscal year ending June 30, 1974. Funds appropriated pursuant to this section shall remain available for obligations and expenditures through June 30, 1975.

"GRANTS FOR TRAINING PERSONNEL FOR READING EMPHASIS PROJECTS

SEC. 804. (a) The Commissioner is authorized to enter arrangements, through grants or contracts, with institutions of higher education or State or local educational agencies to assist them—

"(1) in providing training, including short term and regular session institutions and other preservice and inservice training programs, to improve the professional competency of teachers of reading and principals of project schools;

"(2) in establishing a Reading Corps program, patterned after the Teacher Corps, to attract reading specialists for service during the regular or summer sessions, or both, to project schools and to increase the number of reading specialists and reading teachers; and

"(3) in improving and broadening the training for the teaching of reading of personnel who are, or are training to become elementary teachers, particularly teachers of grades one through three in project schools with the goal of having all such teachers meeting the minimum requirements of a reading teacher.

"(b) Grants under this section may be used by such institutions or agencies to assist in covering the cost of courses of training or study for such personnel and for establishing and maintaining fellowships and traineeships with such stipends and allowances as may be determined by the Commissioner.

"(c) There are authorized to be appropriated such sums as necessary to carry out the purpose of this section.

"ESTABLISHMENT OF THE CENTER FOR READING IMPROVEMENT

"SEC. 805. (a) The Director of the National Institute of Education is authorized and directed to designate an existing facility or establish a new facility to be known as the Center for Reading Improvement (hereinafter referred to in this section as the 'Center').

"(b) The Director of the National Institute of Education, through the Institute and the Center, shall conduct or support research and demonstrations in the field of reading, including, but not limited to, the following—

"(1) basic research in the reading process;

"(2) the most effective method, or methods, for the teaching of reading;

"(3) methods for the measuring of reading ability and achievement;

"(4) the development of model college courses in reading for personnel preparing to engage in elementary teaching or for elementary teachers who are or intend to become reading teachers or reading specialists;

"(5) the development of techniques for the diagnosis and correction of reading disabilities;

"(6) the development of model reading programs for elementary school children generally and special model reading programs for elementary school children who are educationally disadvantaged or handicapped;

"(7) the use and evaluation of educational technology in reading; and

"(8) the evaluation of educational materials prepared for the teaching of reading.

"(c) There are authorized to be appropriated, without fiscal year limitations, $10,000,000, to carry out the purposes of this section. Sums so appropriated shall, notwithstanding any other provision of law unless enacted in express limitation of this section, remain available for the purposes of this section until expended.

"SPECIAL CONSIDERATION IN TEACHER TRAINING PROGRAMS

"SEC. 806. The Commissioner is authorized in administering the Educational Professions Development Act to give special consideration to projects involving the improvement of the skills of the elementary school teachers who are or intend to become reading teachers or reading specialists.

"ESTABLISHMENT OF THE PRESIDENTIAL AWARD FOR READING ACHIEVEMENT

"SEC. 807. (a) In order to motivate and encourage elementary school children to improve their reading skills and to foster competence for excellence in reading among elementary schools, there is hereby established the Presidential Reading Achievement Award. Each such award shall consist of—

"(1) an emblem to be presented to elementary school children for achievement in reading as determined pursuant to regulations established by the Commissioner, and

"(2) a pennant, flag, or other appropriate recognition for elementary schools achieving reading excellence as determined pursuant to regulations established by the Commissioner.

"(b) The reading awards authorized by this section shall be of such design and material and bear such description as the President may prescribe.

"(c) There is authorized to be appropriated not to exceed $10,000 in any fiscal year for the administrative expenses of carrying out the provisions of this section.

"DEFINITIONS

"SEC. 808. (a) For the purpose of this title—

"(1) The term "reading specialist" means an individual who has a master's degree, with a major or speciality in reading, from an accredited institution of higher education and has successfully completed three years of teaching experience, which includes reading instruction.

"(2) The term "reading teacher" means an individual, with a bachelor's degree, who has successfully completed a minimum of twelve credit hours, or its equivalent, in courses of the teaching of reading at an accredited institution of higher education, and has successfully completed two years of teaching experience, which includes reading instruction.

"(b) A "reading teacher" as defined above, may be used in lieu of a reading specialist, if the Commissioner finds that the local educational agency participating in a reading emphasis project is unable to secure individuals who meet the requirements of the reading specialist and if such reading teacher is enrolled or will enroll in a program to become a reading specialist."

Senator **Eagleton**. I hope that the hearings today and tomorrow will further emphasize the need for reading legislation. Throughout the country, some 10 million elementary and secondary children are severely deficient in reading. A Louis Harris poll reported that 11 million American adults could not read well enough to obtain a driver's license.

This means that millions of Americans are unable to read newspapers, driver's manuals, traffic signs, job applications, merchandise labels, bank credit forms, or even applications for marriage licenses.

It is truly a national problem in its scope and in the effects on society of a sizable segment of the population lacking fundamental skills. But we have yet to see an adequate response by the National Government.

We must act now to end the self-perpetuating cycle of illiteracy in this country. We must evaluate what progress has been made through the demonstration projects conducted by the Right To Read Office in the U.S. Office of Education and, further, what strengths we can build on and what weaknesses we can avoid.

The extent of the illiteracy problem in the country must be determined on a school-to-school basis. Schools and States must be encouraged to strengthen and expand their current efforts. Teachers must receive any additional training necessary to make them more successful at teaching reading. Adults with reading difficulties must be encouraged to seek assistance through adult education programs. In short, we must make a concerted national effort to build a strong reading program which will effectively meet the needs of both children and adults.

Before calling the scheduled witnesses this morning, we are pleased to have two additional members of this committee with us, and I now yield to Senator Beall of Maryland for such statements or observations as he may have.

Senator **Beall**. Thank you, Mr. Chairman.

First of all, thank you for holding these hearings. As you pointed out, I think the matter of the Nation's massive reading problem is something that deserves the highest level of consideration, and I am happy that we are going to have these hearings on the bill that you introduced, S. 2069, and the one I introduced, cosponsored by Senators Dominick, Domenici, Montoya, and Pastore, S. 1318.

I have a rather long statement that I would like to ask unanimous consent to have put in the record. In addition, I believe it would be useful to print in this record the chart done by the Library of Congress on State requirements for teachers of reading.

Senator **Eagleton**. Without objection, it will be entered at this point.

[The information referred to follows:]

50 STATE SURVEY BY THE LIBRARY OF CONGRESS AT THE REQUEST OF SENATOR J. GLENN BEALL, JR. (R-MD.) ON THE CERTIFICATION REQUIREMENTS IN THE METHODS OF READING INSTRUCTION FOR PUBLIC SCHOOL TEACHERS IN SELECTED STATES

State	Regular elementary school teachers					Reading specialists at the elementary school level		
	Number of course hours (credit)	Type(s) of course(s)	Percent meeting present requirements	Changes in requirements in the past 5 years	Number of course hours (credit)[1]	Type(s) of course(s)	Percent meeting present requirements	Changes in requirements in the past 5 years
Alabama	0	NA[2]	NA	None		NA	NA	None.
Alaska	"3 courses"	Techniques, diagnosis, prescription.	50	1971—no specific requirement in the methods of reading instruction previously.	M.A	Techniques, diagnosis, prescription, materials.	NS[3]	None.
Arizona	3 s.h.	Methods	100	None	15 s.h	Methods, remedial, practicum or internship.	100	1971—Course sequence mandated.
Arkansas	3 s.h.	NS[3]	NS	1972—none before	M.A	Methods, remedial, laboratory practice.	NS	None.
California	"1 course"	Methods, to include phonics.	100	1971—Inclusion of phonics not previously specified.	NS	Certification based upon recommendation by local educational agency and passage of examination; or observation by a panel appointed by the State educational agency.	100	None.
Colorado	0	NA	NA	None	NS	NA	NA	None.
Connecticut	6 s.h.	Methods (3) children's literature (3).	NS	1972—None before	M.A	Methods, remedial, practicum, children's literature.	NS	None.
Delaware	3 s.h.	Methods	100	None	15 s.h. (graduate).	Methods, remedial, practicum	100	None.
Florida	2 s.h.	Methods	NS	None	21–33 s.h.	Foundations, methods, remedial, children's literature.	NS	None.
Georgia	5 q.h.[4]	Methods	90	None	25 q.h.	Methods, remedial	100	None.
Hawaii	0	NA	NA	None		NA	NA	None.
Idaho	0	NA	NA	None		NA	NA	None.
Illinois	2 s.h.	Methods	90	None	32 s.h.	NS	100	None.
Indiana	6 s.h.[4]	Developmental and corrective reading.	NS	1970—none before	30 s.h	Foundations, diagnosis, laboratory practicum.	100	None.
Iowa	3 s.h.	Methods	80	None	M.A. plus 4 years of experience.	Approved program basis	100	1970.
Kansas	0	NA	NA	None	12 s.h. (graduate).	Foundations, remedial, practicum	80	1971—requirements specified.
Kentucky	6 s.h.	NS	NS	1972—none before	12 s.h. (graduate).	Foundations, remedial, practicum	NS	1971—requirements specified.
Louisiana	3 s.h.	NS	25	1971—none before		NA	NA	None.
Maine	0	NA[5]	NA	None	12 s.h.	Remedial	100	None.
Maryland	3 s.h.	Methods	80–85	1972—none before	12 s.h.	Foundations, remedial, practicum	85	None.
Massachusetts	0	NA	NA	None	18 s.h.	NS	"Most"	None.
Michigan	0	NA	NA	None	12 s.h. plus 4 years of experience.	Methods, diagnosis, treatment of difficulties.	87	None.
Minnesota	0	NA	NA	None	"6 courses"	Developmental reading, remedial, practicum.	NS	None.

Mississippi	6 s.h	Methods	99	None	15 s.h	Developmental reading	99	None.
Missouri	4-5 s.h	Methods	20	None	NS	Methods, remedial, psychological testing, practicum.	90	1970—Psychological testing requirement added.
Montana	0	NA	NA	None		NA	NA	None.
Nebraska	0	NA	NA	None		NA	NA	None.
Nevada	2 s.h	Methods	100	None	M.A	NS	100	None.
New Hampshire	0	NA	NA	1970 from specific requirements to approved program basis.	M.A	NS	95	1970—from specific requirements to approved program basis.
New Jersey	"1 course"	Methods	100	None	24 X.h	Methods, practicum, psychological testing.	NS	1971 requirement raised from 18 to 24 2.h.
New Mexico	3 s.h	Methods,	85	None	10 s.h. (for elementary reading teachers).	Foundations, remedial, practicum	70	None.
New Mexico	3 s.h	Methods, remedial	85	None	10 s.h. (for elementary teachers).	Foundations, remedial, practicum	70	None.
New York	6 s.h	NS	70	1972—none before		NA	NA	None.
North Carolina	0	NA	NA	None	18-30 s.h	Methods, remedial, practicum	NS	None.
North Dakota	0	NA	NA	None	"8 courses" (graduate).	Fuondatinos, remedial, practicum	100	None.
Ohio	3 q.h	Methods	100	None	18 q.h	Foundations, developmental, remedial, practicum.	100	1972—none before.
Oklahoma	3 s.h	Methods and materials.	100	None	12 s.h	Foundations, remedial, practicum	100	None.
Oregon	6 q.h	Methods	75	1972—minimum specified	15 q.h	Methods, remedial, practicum	90	1972—minimum specified.
Pennsylvania	NS	NA	NA	1969—3 s.h. required previously.	NS	NS	NS	1969—general guidelines outlined.
Rhode Island	3 s.h	Methods	NS	None		NA	NA	None.
South Carolina	3 s.h	Methods	NS	None	12 s.h	Methods, remedial, practicum	NS	None.
South Dakota	0	NA	NA	None		NA	NA	None.
Tennessee	3 s.h	Methods	NS	None		NA	NA	None.
Texas	"1 course"	Methods	100	None	6 s.h	Methods, diagnosis	100	None.
Utah	0	NA	NA	None		NA	NA	None.
Vermont[6]	NA	NA	NA	NA	NA	NA	NA	NA.
Virginia	3 s.h	Methods	NS	None	M.A	Foundations, remedial, practicum	NS	1972—none before.
Washington	"1 course"	Methods	100	None	20 q.h	NS	100	None.
West Virginia	2-3 s.h	Methods	33	None	27 s.h	Foundations, remedial, clinical experience.	100	None.
Wisconsin	"1 course"	Methods	60	1973—requirement made mandatory.	M.A. or 30 s.h	Advanced methods, measurement, remedial, supervision, internship.	100	1972—none before.
Wyoming	8 s.h.[5]	Methods	95	None	6 s.h.(additional to standard requirement).	Remedial	95	None.

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[1] Where this space is left blank (—), no separate certification for specialized reading teachers at the elementary school level exists.

[2] NA—Not applicable.

[3] NS—Not specified (if in a "Number of course Hours" column, a requirement exists but the number of hours is not specific; in other columns, NS indicates that the data is unavailable).

[4] s.h.—semester (credit) hours; q.h.—quarter (credit) hours.

[5] 8 s.h. of courses in the methods of teaching elementary skills, including reading.

[6] Due to staff limitations, the State of Vermont has declined to answer all inquiries related to this study (see attached note).

Senator BEALL. Suffice it to say that in my opinion as well as in the opinion of most people in this room, reading is one of the most important basic skills necessary in order to achieve success in our society. Success in school as well as success in adult life depends to a great degree on one's ability to read.

Therefore, it seems to me that reading deserves consideration and emphasis early in the educational career, and it deserves more emphasis. Hopefully, the hearings will provide for us some answers to questions as to how, legislatively, we can go about finding a solution to the problem to upgrading and improving the instruction of reading, particularly in the early elementary years.

Senator EAGLETON. Thank you, Senator Beall.

Senator Stafford of Vermont.

Senator STAFFORD. Thank you, Mr. Chairman.

I have no statement, either written or verbal, to make. I am grateful that these hearings are being held. I think reading is extremely important, and I am here to learn.

Senator EAGLETON. Thank you, Senator Stafford.

Senator Dominick.

Senator DOMINICK. Mr. Chairman, earlier this session, I joined Senator Beall in introducing the Elementary School Reading Emphasis Act of 1973, S. 1318, which would target $176 million over 3 years on the most serious problem in education today—reading deficiences. The mastering of an effective reading ability is the key to the acquisition of other educational skills.

I am very concerned that a student who is not an effective reader by the end of the sixth grade is on the down-side of his education. By focusing—in this legislation—primarily on children in grades 1 to 3, I am hopeful that we could significantly curtail the development of reading disabilities.

Through application of the expertise of specially trained reading teachers and reading specialists, the goal would be for students to be reading at a third-grade level by the end of their third year in school. Money would go directly to local educational agencies with high concentrations of students not reading at appropriate grade levels.

The bill provides for instruction in reading for at least 40 minutes a day for all students in grades 1 and 2. Concentrated daily instruction by the reading specialists would also be required for students above the second grade who are experiencing reading difficulties.

The emphasis is on prevention, but remedial programs are provided for in the bill. There is no financial eligibility criteria as the legislation is designed to deal with the problem where it occurs, free from any income constraints, and locate, diagnose, teach, remediate, and motivate any child with a reading handicap.

In seeking to prevent the development of reading deficiencies, the bill utilizes the services of reading teachers and reading specialists who have special training in this area; and money is provided for recruiting teachers and students and their education and training in this specialty. This corps of reading specialists would complement rather than replace the classroom teacher's reading role.

Seven million elementary and secondary children are in severe need of special reading assistance; in large urban areas, 40 to 50 percent of the children are reading below grade level, and 90 percent of the 700,-

000 annual school dropouts are classified as poor readers. With a problem of such proportions, Congress can no longer afford the luxury of resting on its laurels for past legislative initiatives.

Mr. Chairman, I am hopeful that the Education Subcommittee will act expeditiously and favorably on this proposal.

Senator EAGLETON. Our first witness this morning is Dr. Thomas C. Little, superintendent of the Richmond public schools.

Dr. Little, it is a pleasure to have you with us. Before you testify, I have before me an excellent column by Mr. William Raspberry, which appeared last February in the Washington Post concerning your reading plan in the Richmond schools.

The text of the column will be printed in this hearing record, and I am particularly interested at the outset to note that the Mr. Raspberry quotes you as saying: "I have grown tired of hearing excuses as to why children in the urban schools can't read. I don't believe any of them."

[The article referred to follows:]

[From the Washington Post, Feb. 19, 1973]

"Since you can only play at teaching history to children who can't read, why not stop playing and teach them to read?"

A SCHOOL PLAN WORTH READING

By William Raspberry

A thousand years ago, back in November 1969, I stumbled across—and promptly brought to the attention of The Washington Post's readers—an idea that was already two years old.

That was Dr. Kenneth B. Clark's notion that it would be a good idea to suspend all other activities in ghetto schools for a year and spend the time bringing every normal child up to at least grade level in reading and arithmetic. A year after I wrote about it, the D.C. School Board had adopted what came to be called the Clark Plan. And a year after that, it was, for all intents and purposes, dead.

Phase II. I have just stumbled across (in the February issue of the Bulletin of the Council for Basic Education) an article written by Richmond, Va., superintendent Thomas C. Little for "The School Bell." The article does not mention Ken Clark, but Dr. Little, who has been superintendent since last fall, is clearly on Clark's wavelength. Here's what he says:

"Every professional employee in this system, including my own immediate staff, will be evaluated next year on the basis of how well he contributes to improving the reading skills of our children. This does not mean that there will be no other factors used in evaluation; it does mean the contribution to the reading program will be the main one."

That is Clark Plan pure and simple (as opposed to Clark Plan as disfigured, dismembered and half-heartedly misimplemented in the D.C. schools).

"Quite frankly, I have grown tired of hearing excuses as to why children in urban schools can't read," Dr. Little wrote. "I don't believe any of them."

"Further, I am also convinced that children from an urban school system, particularly children from a poverty background, need to read just as much if not more than the so-called advantaged children.

"The level of literacy has always been a measure of the progress of a civilization. I am not demeaning the necessity for speaking and listening when I speak of reading, but it is reading—the ability to see a printed word, to comprehend its meaning, to evaluate its contents—which is the one historic path upward and outward for the civilized man.

"We cannot afford to have unemployable children coming out of the schools who cannot follow printed instructions, who cannot read and understand the terms of a credit purchase, instructions on how to prepare a package of food, or the advertising claims from a newspaper."

Little, like Clark, believes that nearly all children—including the so-called disadvantaged—can learn to read, and that unless they learn to read, they are unlikely to learn much of anything else. And both men know what you know, too:

that year after year we are turning out children, not just as drop-outs but as high school graduates, who are functional illiterates.

Little is saying what Clark said some seven years ago: Since you can only play at teaching history or literature or health to children who can't read, why not stop playing for so long as it takes to teach them to read. You won't hurt those who can read already—you can assign them work that is advanced enough to challenge them. And you will help enormously those who cannot read, making it possible for the first time to educate them.

But if the two men share the same general view, their proposals share the same weakness: Most teachers don't know how to teach reading.

But there are people who can teach them how.

That seems to be what Dr. Little has in mind when he says: "I do not propose to tell our teachers and curriculum specialists how best they are to teach reading. Frankly, I do not care so much how it is done as that it is achieved . . . We are prepared to give in-service training to those who need it."

And even *that* has a Clark-like ring to it. The whole thing, in fact, is so eerily like the District of Columbia's Clark Plan that one wonders whether it isn't equally foredoomed to failure.

Well, there is one difference, and that difference alone will make it worthwhile for D.C. school officials to watch to see what happens in Richmond. The difference is that D.C. Supt. Hugh Scott never liked or believed in the Clark Plan and, therefore, had little personal stake in its success. The Richmond plan is the superintendent's own, and that could make the crucial difference.

Senator EAGLETON. I hope that your testimony will further detail your reading plan and address itself as to the most effective role the Federal Government may plan in fostering an emphasis on reading.

Thank you, Dr. Little, and we welcome you to the committee.

STATEMENT OF DR. THOMAS C. LITTLE, SUPERINTENDENT OF RICHMOND PUBLIC SCHOOLS

Mr. LITTLE. Thank you, Senator Eagleton and members of the subcommittee. I believe you have my prepared statement.

Senator EAGLETON. Yes.

Mr. LITTLE. If you will bear with me, I will read it.

It is a singular pleasure to have been invited here to address this committee on a matter of critical concern to the welfare of the schoolchildren of America.

I am Thomas C. Little, superintendent of the Richmond, Va., public schools, a system of approximately 41,000 children in grades kindergarten through 12. Our system has much in common with other urban school systems throughout the Nation.

We have experienced in recent years a removal of large sections of the middle-class whites—and some middle-class blacks—to the suburbs. We have been embroiled in extensive legal action. We have experienced steadily increasing pressure on our revenue sources with which to support the schools.

The percentage of students from low-income families was reported as 26 percent as of last month.

Senator EAGLETON. May I ask for clarification? That 26 percent, I take it, is 26 percent of families from low-median income?

Mr. LITTLE. Yes; $3,000. As a result, we find ourselves today a school system 73 percent black, one in which the problems of society, of poverty, and of the critical importance of education are made manifest.

The most critical educational problem, in my judgment, is the one toward which this committee is directing its concern. As an educator of some 30 years of experience, I am convinced now more than ever that the solution to the basic problem of the schools lies in the mastery of reading and its allied skills. For this reason I am in full agreement with the spirit of Senate bill 1318. It points to the need for planning and implementing a definite program in teaching reading which will use the resources which are available in an efficient and effective way.

For several years we, in the Richmond school system, have been trying to face up to the situation but I think we are just beginning to realize the depth and scope of our reading problem. In a citywide testing program conducted last spring, the results of the sixth grade testing indicated that approximately 11 percent were reading 4 years or more below grade level; 31 percent were 3 years or more below grade level, and 51 percent were 2 years or more below grade level.

Senator EAGLETON. Who conducted that testing? Was that in-house?

Mr. LITTLE. That was in-house, in accordance with the State department of education, basically a normal testing program.

In the ninth grade, 54 percent of the students and approximately 47 percent of the grade 11 students scored at or below the 25th percentile on the sequential tests of educational progress in reading (STEP).

Having recognized the problem, we, in the Richmond public schools, have begun a reading emphasis program to which we attach high hopes. It is a program which is in many ways quite simple. We have tried to keep it simple because we have found that the high flown language of our profession frequently serves no purpose but to obscure objectives and impede achievement.

Last December I spoke at some length with the principals and other administrators in the Richmond public schools and told them that we would do a better job in reading. In January, I outlined my concerns in writing to all our personnel. I should like to briefly repeat some of those statements here today:

> . . . every professional employee in this system, including my immediate staff, will be evaluated next year on the basis of how well he contributes to improving the reading skills of our children. This does not mean there will be no other factors used in evaluation; it does mean the contribution to the reading program will be the main one. "Quite frankly, I have grown tired of hearing excuses as to why children in urban schools can't read. I don't believe any of them. Further, I am also convinced that children from an urban school system, particularly children from a poverty background, need to read just as much if not more than the so-called advantaged children.
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> The level of literacy has always been a measure of the progress of a civilization. I am not demeaning the necessity for speaking and listening when I speak of reading, but it is reading—the ability to see a printed word, to comprehend its meaning, to evaluate its contents—which is the one historic path upward and outward for the civilized man.
>
> We cannot afford to have unemployable children coming out of our schools who cannot follow printed instructions, who cannot read and understand the terms of a credit purchase, instructions on how to prepare a package of food, or the advertising claims from a newspaper . . .
>
> Elementary teachers, in particular, are going to have to have to re-order their sense of priorities and use all the means at their disposal to achieve this goal. Those who administer and supervise the schools are going to have to set the example in leadership and ordering of their own priorities. Our children deserve no less and, I feel, the parents and citizens of this city will support this emphasis on reading without regard to economic status, race or class.

The response to this statement when it became known was the most substantial of any I have ever encountered to an announcement concerning curriculum. Many people took the trouble to write and I have taken the liberty of attaching extracts of some of those letters from black and white, male and female, businessmen and educators.

Several weeks after having outlined our expectations with regard to reading, we put into writing the specific steps which we are at this time implementing in our schools. Those steps offer a sufficiently concise program for reading improvement and I should like to share them with you.

(1) All elementary schoolteachers, all middle schoolteachers and all high school teachers of English, who have not satisfactorily completed a recent course in the teaching of reading or an approved in-service training program in the teaching of reading, will do so before the end of the 1973-74 school year. Those who do not do so will not be eligible for any salary increment or increase which might be offered.

Adequate opportunity for these teachers to enroll free of charge in either in-service training or college level classes will be provided. The in-service training programs in the teaching of reading will receive the first priority for funds from our new staff development program.

(2) Effective immediately, I have instructed our personnel department that they are not to employ any elementary school teacher, any middle school teacher or any high school teacher of English who has not completed or will not complete a course in the teaching of reading by the end of the first semester of the 1973-74 school year. This is a preemployment requirement which new employees shall complete at their own expense.

(3) The teaching of reading in the Richmond public schools will be conducted within the following framework:

(*a*) Developmental reading will be taught in kindergarten through grade 5. Each principal will make appropriate groupings and vary the time allotted in the teaching of reading to each child according to the progress, or lack of it, which each child is showing.

(*b*) At the end of grade 5, any child who is reading 2 or more years behind grade level will be retained in a holding class for 1 year. This class will be completely oriented around diagnostic and remedial reading.

(*c*) In grades 6 through 8, any child found to be reading 2 or more years behind grade level will have his schedule so adjusted that one-fourth to one-third of his schoolday is spent correcting this deficiency.

(*d*) At the senior high school level, any student scoring in the 25th percentile or below shall schedule a special reading course as a part of his curriculum in addition to the regular requirements for graduation. This special reading course shall be continued throughout the pupil's high school career or until the deficiency is corrected, even if an additional year is spent for the student to graduate.

I am aware that these requirements for the reading program in the Richmond public schools may seem arbitrary and excessively candid. That is a risk one must take if instructions are to be fully understood. I am pleased that the overwhelming majority of our teachers and our staff have shown an enthusiasm for this program. Certainly the response from the public has been overwhelming.

I am satisfied that what this represents is part of a public's legitimate demand for accountability and achievement in teaching.

Actually, we began to change our reading program about 2 years ago because it was apparent that reading achievement in the Richmond public schools, as reported in the State testing program, had developed a downward trend.

For the elementary developmental reading program, we decided to use a single adoption of an intensified phonetic approach to reading for all children from kindergarten through grade 3. It was thought that by grade 3, basic skills should be completed. After this level, multiple adoptions were chosen for practice and reinforcement of these skills through grades 4 to 6.

Prior to this, there had been no defined reading program in any elementary school in the city. There were multiple adoptions and many supplemental and library books used in a variety of ways within schools and within grade levels. It was left to individual teachers to teach the reading as they preferred. Innovation and experimentation were encouraged.

It was felt that the factors which contributed to the reading problems were as follows: (1) That there were no defined and consistent developmental programs to build reading skills; (2) that changing programs and approaches from level to level were confusing to children and left many gaps in their reading skill development; (3) that there were no means of checking on teacher efficiency in such a loosely defined program; (4) that there could be little teacher inservice training for the teaching of reading with so many materials and so many approaches; (5) that there were many materials of a book nature only, and few visual and correlated activities; (6) that the mobility of teachers and pupils in the integration process made additional strain with the use of strange materials and programs.

The program was implemented 2 years ago—1971–72—so we have not had time to realize the full effectiveness of this approach yet. We are hoping that this year's test results will begin to show a reversal of the downward trend in achievement scores, and that next year there will be a definite upswing in our results.

The target area elementary schools have had a title I remedial reading program since 1966 as part of our elementary compensatory education program. We have tried several arrangements in attempting to get the most effective results from the reading specialists in the program.

This year we have settled on using the 29 title I people as reading teachers. They will work with children in small groups, who are identified as having problems with reading by the regular K–4 classroom teachers. They will also be available to work with teachers to increase their competency, as needed.

Another backup program in the target area elementary schools is the in-depth diagnostic and prescriptive service available at four reading centers. This program is financed by Elementary School Assistance Act (ESAA) funds. ESAA is also funding two reading centers—one in a middle school and one in a high school.

These two projects were separate grants made through the coordination of the "Right To Read" office here in Washington. The students reading below the 25th percentile in the high school, or two or more grade levels below their normal grade level in the middle school, are scheduled into high intensity learning centers for 1 hour per day to concentrate on reading skills.

We are also beginning this year an extensive diagnostic and remedial reading program for over 9,000 students in our middle schools and high schools. This is approximately 45 percent of the total middle and high school students. The students were identified as underachievers in the spring of last year and were scheduled into the reading classes for this fall. In our planning, we realized the risks involved in such a massive program, but recognized that a major effort must be made to accomplish our objectives to any degree of success.

The members of the school board made their commitment in a policy statement in February of this year. Approximately $1.4 million was committed in the 1973–74 operating budget to the middle school and high school remedial reading program, of which $250,000 was appropriated by the 1973 Virginia General Assembly.

The program was outlined in a proposal to the State Department of Education to explain how the appropriation would be used. In this proposal, we used the best information that we could find from research studies as the basis of our planning; we designed a monitoring system which will give us feedback periodically on each student, each class, each school, and systemwide; we will have a comprehensive evaluation of the program done by our own research department with an external evaluation by an outside agency.

We have based our plans upon an assumption which was supported by research. We have assumed that we can improve the reading skills of 9,000 middle school underachievers who were identified last spring as needing help by doing four things:

(1) Providing skillful teachers.

(2) Providing adequate time and attention to the development of reading skills.

(3) Providing appropriate materials to insure success at the level which students can read.

(4) Fostering a general commitment to the importance of reading.

In summary, let me say that we have concluded that when all the rhetoric and furor subsidies, when all the theses and dissertations have been evaluated, there are four factors over which the school has control which most directly influence success in reading. These are:

(1) The creation of a wholesome learning environment.

(2) The ability of the teacher.

(3) The amount of time spent on direct reading activities.

(4) The use of materials within the students' comprehension.

I am fully aware that there is much that the home can do to insure a child's success in reading or in any other school-related activity. In the urban school, however, many homes are not equipped in time or education to give this support to their children. Therefore, the schools must do the job.

I believe that we, in Richmond, are facing up to the shortcomings and are beginning to bring to bear a clear and simple program to overcome them. This does not mean that we do not need assistance. We do. If I were to add a single additional criterion for success I believe it would be a reduction in class size in the elementary school.

The bill which you have before you is a fine beginning document. The recognition that a national priority and financial support needs to be assigned to reading is one I believe of sound judgment.

I am in agreement that we bring to bear on the reading problem all the resources which we have at our command and I believe Senate bill 1318, as drafted, speaks well toward this end.

There is an exception, however, which I must take to the language of the bill because it represents a pitfall wherein all your best hopes and ambitions for reading in this country may be swallowed up.

The bill makes much of reading specialists who will come into the classroom to give children special instruction and special attention in reading. This is dangerous. Reading must be taught by the classroom teacher. She and she alone must have the primary responsibility and the primary expertise.

We have for too long encouraged the feeling among teachers that an itinerate specialist or outside consultant will come into the classroom periodically to work some magic.

This has never been true and it is not true in the case of reading. The teaching of reading is difficult and time consuming. It requires imagination, humor, skill, talent, and technique. Some reading consultants can be of assistance in training teachers or in offering suggestions but I cannot overemphasize the fact that the day-to-day teaching of reading is a job which must be done by the classroom teacher and cannot be performed by any visiting expert or consultant. In fact, I believe that every teacher should be a teacher of reading, no matter what the subject matter happens to be.

In conclusion, gentlemen, let me commend you for your consideration of this very urgent matter and let me go on record as saying that the Richmond public schools supports your endeavors and would welcome the opportunity to join in any pilot program which might emerge wherein our school system could be aided in reaching its reading objectives.

I thank you for this opportunity and I would welcome the further opportunity to respond to such questions as the committee may have.

Senator EAGLETON. Thank you, Dr. Little.

Before we get into the questions I will yield at this time to Senator Dominick.

Senator DOMINICK. Thank you, Mr. Chairman. I have a statement here which I would ask consent to put in at the beginning of the hearing.

Senator EAGLETON. Without objection, it is so ordered.

Senator DOMINICK. I will not bother to read my statement, but I would like to add this, and I think it is true of probably every Senator and Congressman.

We get letters from people who have problems, and I must say that some of these letters are practically incomprehensible. The spelling and the punctuation are so bad that it's pretty obvious that they have difficulty in the English language in toto. A minimum amount of reading would have caused their problems to become apparent.

So it seemed to me that although this bill which I am a cosponsor of with Senator Beall is a very good start, maybe this is just the tip of the iceberg, and that we ought to be doing a lot more concerning the English language for people while they are in high school.

So I would say to you, Dr. Little, having listened to your statement, I am extremely encouraged by what you have been doing in the Richmond schools, and I will have some questions when my time comes later. But I am very grateful to the chairman for holding these hearings, and I hope we will have rapid action on the bill.

Senator EAGLETON. Thank you, Senator Dominick.

Dr. Little, let me take you through your prepared statement to a few points with specific questions, and then I have a few general questions.

On page 4, paragraph No. 1 at the top of the page, you state that the elementary teachers will have to complete a recent course in the teaching of reading or an approved in-service training program.

What is the Virginia statute and/or Virginia regulations with respect to teacher training certification specifically relating to reading?

Mr. LITTLE. One course for the teaching of reading and the qualifying elementary schoolteaching.

Senator EAGLETON. Is that one 3-hour course?

Mr. LITTLE. One 3-hour course; yes. They have recently defined a reading teacher, and put that in, and that requires 12 hours.

Senator EAGLETON. For a specialist?

Mr. LITTLE. No; for a reading teacher.

The elementary schoolteacher is one course; for a reading teacher, 12 hours; and a master's degree with a major in the field of reading for the reading specialist.

Senator EAGLETON. Thank you. Some States have beefed up the requirements for elementary teachers insofar as required course training and reading. Do you think the one 3-hour course for the elementary teacher is adequate?

Mr. LITTLE. Oh, no, sir. We have put this requirement on as a local requirement, being realistic that if we got that 1 year we would be doing well, and I do not want to say 8 hours, 10 hours, or 12 hours, depending on the quality of it.

We have placed in each of our secondary schools a reading coordinator who is working with the teachers in this diagnostic and remedial program which I believe will be more meaningful than additional college course.

Senator EAGLETON. On the same page, item 3(a), I have a comment. Dr. William Kottmeyer, formerly superintendent of schools in St. Louis, Mo.—perhaps you knew him when he was superintendent in St. Louis—is reputed to be one of the Nation's reading experts. It is his basic theory that unless fundamental basic skills are comprehended and developed between the first and fifth grades, the problem thereafter becomes enormously difficult if not insoluble from a reading point of view. Do you concur?

Mr. LITTLE. Yes, I do. I concur. I still think it can be done if we will go back and put enough effort into it.

Senator EAGLETON. But it places an enormous burden on the student by the time he or she reaches sixth grade or beyond if that student has not grasped the basic reading skills, to try to recapture that lost period.

Mr. LITTLE. It is much more difficult.

Senator EAGLETON. On page 6, in the middle of the page, you talk about 29 title I people as reading teachers. Would these 29 title I people be classified as reading specialists? Would they have advance training?

Mr. Little. They have had advanced training all the way up the line to 12 hours. Actually, they are classed as reading teachers, working with severe cases. This is concentrated in K–4.

Senator Eagleton. On page 7 in the middle of the page, you refer to the Virginia General Assembly program, for which $250,000 was appropriated. Was that $250,000 for Richmond only or for the whole State of Virginia?

Mr. Little. They set up two grants or an appropriation of $500,000 for departmental or experimental programs in urban centers, and we got $250,000 of it.

Senator Eagleton. As helpful as that $250,000 is—it is better than nothing—does it from the dollar point of view begin to cope with the problem as you view it in Richmond?

Mr. Little. Oh, no, sir. We have added about $1 million to it in the diagnostic and remedial reading program alone. We have converted $1.4 million in that direction for the current year, and this is only a drop in the bucket. We need much more concentration at our elementary level than we are getting now.

Senator Eagleton. Page 8. In the third paragraph you talk about the role of the homeroom teacher in reading, and you discuss the role of the specialist. I think I concur with what you are saying, that the basic responsibility must reside or has to reside, under the necessities of our educational system, with the homeroom teacher.

However, you are not ruling out the utilitarian value of a reading specialist, are you?

Mr. Little. I do not want to demean the reading specialist at all. I want to make sure that we have an understanding that we do not get into the situation we have gotten into in so many times with special education teachers where the general classroom teacher takes the position that the physical education teacher comes in for 1 hour a week, and that is all it is; it is not my responsibility any more.

Certainly there is work and expertise of the specialist. I want to point out the danger of development of an attitude that this is someone else's job and not mine.

Senator Eagleton. You do not want to develop the attitude that only a reading specialist with 12 hours or a master's can teach reading?

Mr. Little. Absolutely.

Senator Eagleton. Would not part of the time of the specialist be used in teaching the teachers?

Mr. Little. That is the great benefit I think which can be derived indeed from the reading specialist who is concerned with specific reading problems and reading facilities, but still the responsibility for the teaching of reading and the accountability should be placed with the elementary classroom teacher.

Senator Eagleton. Realizing the difficulty in coping with this problem beyond the fifth or sixth grades, what effort does the Richmond School District make, if any, with respect to dropouts, insofar as reading is concerned?

Mr. Little. Would you restate that, please.

Senator Eagleton. Assuming, as we did earlier in our exchange, that reaching students beyond the sixth grade, insofar as reading is concerned, is a very difficult undertaking—we know that; it is even more difficult trying to reach a dropout—the question is: Does the Richmond School District have any kind of remedial program for the school dropout during the day, night, weekends, or what-have-you in reading skills?

Mr. LITTLE. Yes, we have any number of programs for the dropout and the potential dropout.

We have an adult learning center in which youngsters who have to drop out can come back and take any period of time and progress at their own rate. We have very interesting programs that are not concentrated in reading but operate under the sponsorship of vocational rehabilitation programs.

I will recite only one for you. We have an operating filling station program in which we bring youngsters in, and we are able to give them a small stipend to keep them in the program until they have acquired the skills to be a filling station attendant.

Senator EAGLETON. Even a filling station attendant must read in this credit-card age.

Mr. LITTLE. A very interesting thing is that youngsters will come into that, and in a relatively short time they are able to read the manuals and the directions on the oilcap, and other things of that kind.

The service stations service city vehicles, school board vehicles. One of the most interesting experiences, I drove up one day and a police car drove up, and three or four boys jumped on the police car to shine the windshield. They did everything they were supposed to do.

A teacher remarked to me that when they first entered the program, these boys would find every reason possible to be back in the wash-rack when the police car drove up.

That told me something. These younsters can learn to read if they have the proper incentives and proper motivations.

Senator EAGLETON. On that subject matter—not precisely germane but generally so—a study was made in the Missouri State Penitentiary about 5 years ago. Seventy-five percent of the prisoners at that time were functionally illiterate. In the old days the greatest opportunity for the parolee out of the penitentiary was that of filling station attendant, but with the use of manuals, credit cards, even those jobs became foreclosed to parolees because of their inability to read. They could not fulfill the job requirements. So it had that effect.

You have not really, as of this point in time, evaluated your reading program in Richmond in terms of test evaluation and analysis?

Mr. LITTLE. No, sir, we have not really evaluated our developmental programs. It is only 2 years old.

We are using a phonetic approach. It is new. It is taking a lot of teacher orientation.

We have noted results of some scores in the program of aptitude as measured by standard metropolitan aptitude tests or readiness tests on the part of 6 year olds or youngsters who have been through the kindergarten.

The year before last we were well below national norms. Last year our youngsters, 6 years old, showed a mean aptitude at 57 percentile. This year it showed a mean of a 67 percentile.

If there is any validity—and there is a question mark as to validity on that—our youngsters under this program are coming to their first grade at the time we begin to concentrate in reading with much higher aptitudes than they have in the past.

Senator EAGLETON. At some appropriate time in the near future do you intend to have some evaluation?

Mr. LITTLE. We are in the process of continuous evaluation, particularly on our diagnostic and ~~remedial~~ program at the secondary level. Yes; we evaluate annually.

Senator EAGLETON. Are you going to publish those results statistically?

Mr. LITTLE. Those results are published, and they are published in our city school by school. We have decided to release our scores 2 or 3 years ago school by school. The public has the right to know.

Senator EAGLETON. Fine. One further question. Although you confine your activity to the Richmond schools, obviously, as a superintendent of schools there, can you generalize on the severity of this problem nationwide? Would you characterize this as a severe educational problem of a national scope?

Mr. LITTLE. I think it is probably the No. 1 educational problem, If I may say so; yes sir.

Senator EAGLETON. Senator Beall?

Senator BEALL. Thank you, Mr. Chairman.

Dr. Little, first of all, I would like to congratulate you on the job that is being done in Richmond. I think yours is an imaginative and very practical approach to a very serious problem, and obviously one that has attracted well deserved attention from around the country.

I think we are in agreement with regard to the use of the reading specialist. It is not our intention in S. 1318, that the specialist should replace the classroom teacher. As a matter of fact, on page 9 of our bill we indicated that one of the goals would be having all such teachers meet minimum requirements of the reading teacher.

It is my thinking that for perhaps reading, specialists are used today in a remedial session. We would hope to get them to be used in a preventive fashion, so we are preventing the problem from arising, rather than having them spend all their time, as they are at present, dealing with the problem after it is with us.

I agree with you that the emphasis should be on making sure that the regular classroom teacher is skilled in training children to read and has the primary responsibility for doing the job for them, and the reading specialist I would hope ~~would~~ be another in-house resource.

Mr. LITTLE. Resource teacher.

Senator BEALL. To help that teacher in the job.

Senator Eagleton has covered most of the subjects I wanted to cover, but I am interested in the availability of teachers of reading who are qualified by the standards you have set, and the extent to which we have to give some impetus to the colleges or schools that train teachers to give a greater emphasis to the teaching or the specialization of reading teachers.

Are we doing the kind of job we should at the college level?

Mr. LITTLE. No; I do not think so. I had an interesting experience in our reading program. As you will note in my paper, I indicated that we would provide free of charge to the teachers for these required courses the instruction in it, and so we did something.

We went to all the colleges in the area and said, we want you to come in, form a consortium, give instruction to our people, or this large group of people. We want no uniform program. Now, we do not want you to come in here with course X or course Y. We want the program developed for us, and we are paying for it, therefore we want to know what goes into that course.

They said they had never been talked to in that way before. I said, that you have not talked to me. If I am paying for it, I am going to have something to say.

We started out with about 10 or 12 colleges, and they are providing this. They are providing credit to any one of the three colleges. They pooled their resources, and we think this is a breakthrough in the training program.

Now, the people are not available. We are going to have to build our own in cooperation with colleges someway or the other. I am being criticized somewhat. Many of the people we have put in are felt to not be qualified as a reading specialist, but we have the continuing program, and I have permission from the State that so long as these people are effective their accredibility will not be questioned.

Senator BEALL. Do most of your teachers come out of an in-State teacher college system, or do they come from colleges generally?

Mr. LITTLE. They come from colleges generally. We do not have a teacher education program, and of the colleges I am speaking of, one is a private school, one is a State university, and the other is a State college.

There is one real problem that we are finding in teacher training, and that is many of the old affluent teacher training institutions have not recognized the problem of the inner city and the inner city child, and are not training their teachers as to what to expect and what to deal with, with the inner city child

Senator BEALL. On that point, Baltimore City has ordered all 8,000 of its teachers back for additional reading training. In our bill, we suggest that perhaps television can be used in retraining present-day teachers. Do you agree with this?

Mr. LITTLE. I was very interested in that. We had some interesting experience with our simple Virginia television station in inservice training programs for teachers over that station.

Yes, I think it is a fine opportunity with educational television. I was pleased to see that in the bill.

Senator BEALL. Thank you, Mr. Chairman.

Senator EAGLETON. Senator Stafford.

Senator STAFFORD. Thank you, Mr. Chairman.

Dr. Little, I appreciate your statement. I have some very brief questions with respect to it.

I gather that you consider reading to be the basic of all the learning processes.

Mr. LITTLE. I do, sir. Yes, sir.

Senator STAFFORD. Could you comment on what part writing and grammar might play in learning reading, if any.

Mr. LITTLE. Well, I do not want to be facetious in my answer, but when I was in high school, I asked why I had to take Latin, and I was told by the teacher, "It will help you learn English." I said, "Why not teach me English and be done with it?"

I think reading has to be taught before you get involved in grammar, and I think grammar is atrocious, and I murder it sometimes myself, but I think reading comes before grammar.

I do not think construction is necessary, but understanding of construction is necessary, to be able to learn to read.

Senator STAFFORD. You struck a familiar note because my mother was a Latin teacher before she married my father, and she required me to take Latin. I inquired of what good it did to learn Latin, and I thought it would be more useful to learn French or Spanish, but I learned Latin.

One more question: Has Richmond's emphasis on reading made it necessary to downgrade the attention paid to some other subjects?

Mr. LITTLE. I do not believe so; no, sir. The program that we are pushing on secondary level now is in lieu of other offerings. When I said we directed $1,400,000 in reading, we are not feeling the effects of it immediately, because the kids are taking without credit a course in reading, and taking it in lieu of another course.

We are not naive enough to think you can require a person reading below the 25 percentile to take a full load, so he drops a course. We have not seen the real effects of the cost of this program and will not see it until the courses are taught, the courses to make up for their graduation.

Senator STAFFORD. What sort of course is having to be dropped by the student taking the reading?

Mr. LITTLE. That is entirely a matter up to the student, the parents, and the counselor. He must pick it up at a future time for graduation, but we will give him an opportunity in summer school, if it is only a one-course loss, or it may require a 4- or 5-year period in high school to complete if he is still reading below the 25 percentile.

Senator STAFFORD. Thank you, Mr. Chairman.

Senator EAGLETON. Senator Dominick.

Senator DOMINICK. Dr. Little, as I said initially, I am extremely impressed with your statement. I was very impressed with your testimony on page 5 where you say you have adopted an intensified phonetic approach to reading.

My oldest son was brought up in the so-called flash reading system, and it was not until he was 14 and we had him in another school, that he began to understand the difference between cat and dog. He is now an architect and doing fine, but it took quite a lot of doing.

My real question, I suppose, in that is, why did we educationally indulge in flash reading to begin with at the expense of phonetics, and have you noticed any results in the phonetic approach with regard to the ability to reading?

Mr. LITTLE. I am not particularly wedded to the phonetic approach in the teaching of reading. I think there are modifications of it and combinations of it, the look-see reading program.

I think it is more important to get the exposure, the atmosphere, and the materials before a child and spend time on it. It is the technique of the instruction.

You cannot keep a child from learning to read if you create the proper environment, if it is a normal child. He will learn to read driving down the highway by reading the signs.

I just think particularly in a low socioeconomic environment, as our central cities are, that with the language difficulties that we have, you not only contribute to reading but you contribute to pronunciation and language habits in the use of the phonetic approach to reading.

But why we got off on the look-see approach in teaching of reading, I do not know. It came about in the 1930's when I was a beginning teacher, and I had my fling at it.

Senator DOMINICK. Could you give us your own estimate as to what factors create a lack of desire or lack of ability on the part of the student, excluding learning disability?

Mr. LITTLE. No. 1, the lack of exposure of a child or the lack of spending time on it. No. 2, the lack of teaching or in particular the lack of good teaching. No. 3, the lack of materials in which a child can learn to read and achieve, and feel an achievement or experience an achievement.

Far too often you throw something at him and he feels he is nothing but a failure, so he needs materials which are relevant through which he can experience success.

I think those three factors are our greatest failing.

Senator DOMINICK. Educationally speaking, we have gotten away from the little red schoolhouse concept which I used to go to in my growing up days. I cannot recall ever having been in the little red schoolhouse, where one teacher was teaching about eight different levels of schools where she did not have the emphasis on reading and the ability to understand, which is part of the problem.

I wonder by getting away from this and having these large classes and large schools and so on, are we decreasing our educational ability along this line?

Mr. LITTLE. No. Interestingly enough, a new concept that is emerging is going back to the little red schoolhouse or the one-room situation, or the diversity of youngsters where one child can help the other.

I think there is a point at which schools become too big, and I have some that are entirely too large to operate. The child loses his identity, he becomes a number, and that type of thing.

But I do not think that consolidation per se to a reasonable size of school has contributed to it; no, sir.

Senator DOMINICK. I congratulate you on your work. I think you are doing great, and if we can get one of these bills through, maybe we can help.

Mr. LITTLE. I appreciate your comments.

Senator BEALL. Dr. Little, we several times have heard in testimony on this and other types of problems of the "loss" of the "gain" in a contemporary program during the summer months. We hear testimony that the student gets involved in compensatory education during the schoolyear, makes gains, but during the 3 months of the summer, he drops back.

How do we cope with this problem? To what extent do we have the problem in the teaching of basic reading skills?

Mr. LITTLE. I think we have a problem somewhat in all of our teaching, and I do not know why we hold on to the archaic principle that a school operates only 9 months of the year, the other 3 months are needed to harvest crops—we do not have the crops in Richmond to harvest any more.

Yes, I think there is a loss of a gain in reading and in many other subjects.

We have opened a large middle school this year which is operating on an extended year concept in which youngsters can attend the regular 180 days or they can go up to about 230 days by an extended program.

They can take their vacation at any time, so long as they get in the 180 days. Or if they need it, they can go the 230 days, and they are operating on a continuous progress basis.

This is experimental. We developed it under a grant from the State department of education, and we are interested in seeing the outcome of this, and seeing if we can come back on some of that loss and be able to retain these youngsters, have them in a normal school environment for a longer period of 180 days if they need it.

Senator BEALL. That is a middle school?

Mr. LITTLE. Grades 6, 7, and 8. We have many summer school programs in which fine work is demonstrated.

Yes, there is a loss, but the extent of it I do not know.

Senator STAFFORD. Dr. Little, have you ever thought of putting in reading programs? We used to have a lot of them. I have been in school in California and in Connecticut and everywhere else, and so have my children. We used to require in many of the schools that I went to that the boys or girls report on books which they had read during a period like the summer or vacation period, and so on.

Have you ever tried that in the school system?

Mr. LITTLE. To a varying degree; not as a prescribed program, and I do not know that we have ever tried it over summer vacation.

Some teachers tried it, but we have never had a prescribed program or really a suggestive program, curriculum program, to do it.

Senator STAFFORD. Do you think this might be valuable?

Mr. LITTLE. It could very well be. It could very well be a program that could be tied into a library. Many school systems keep their libraries open during the summer. We only do where we have a program. We do not keep our school libraries open because we have a very extensive public library program.

Senator EAGLETON. Thank you very much, Dr. Little. We appreciate your being with us.

Our next witness is Dr. Herbert Kiesling of the Urban Institute, Washington, D.C.

STATEMENT OF DR. HERBERT KIESLING, PH. D., URBAN INSTITUTE, WASHINGTON, D.C.

Mr. KIESLING. Thank you, Senator.

Before I start, may I say I think these bills are in good hands so far from my point of view. I live in Maryland and was born and raised in Missouri, and I am very fond of both States.

My name is Herbert J. Kiesling, and I am an economist on the senior staff of the Urban Institute, on leave from Indiana University. I have done work in the areas of multivariate studies of educational performance, educational technology, and educational productivity.

I am pleased to comply with your invitation to testify on the merits of two bills to promote reading skills in American schools, S. 1318 and

S. 2069. I have a short statement, after which I will be happy to attempt to answer questions.

Of the two bills, S. 1318 is somewhat more specific in its provisions, and perhaps it will provide somewhat better focus, if I address some remarks to its provisions. Some of the remarks will be indirectly applicable to the other bill as well. I find the goals of both bills highly praiseworthy. The key question we must consider, of course, is how to transfer intent into corresponding results.

Senate bill 1318 would require 40 minutes of instruction by reading specialists for all first and second grade children in schools with high concentrations of children not reading at the proper level, and also a similar amount of instruction for children in grades 3 through 6 who have reading problems.

Based on a study which I conducted in California title I projects when I was at the Rand Corp., in 1970, I think the specific mention of using the techniques of reading specialists is a good idea. In 42 projects, I found a rather striking correlation between minutes of instruction by reading specialists on an individual equivalent basis and pupil gain on the Stanford reading test, after accounting for differences in beginning score and program length.

I also found a consistent correspondence between the number of minutes spent by paraprofessionals assisting reading specialists and reading gain. While I am an economist and not an educational psychologist, I suspect that the reading specialists I saw had a set of procedures which are effective.

These procedures seem to center around the diagnosis of individual reading strengths and weaknesses, and tailoring the instruction to them. For example, if the child is having difficulty with certain sounds, he is given drill with tape recorder and headsets designed to overcome that specific difficulty.

The key questions which are raised by the provisions of Senate 1318 have to do with the feasibility of getting its provisions implemented. Let me attempt to place the resource requirement situation in some perspective. First, we can establish a rough benchmark for instructional requirements based upon the findings in the California study.

Those findings would lead me to suggest that one reading specialist, working together with a paraprofessional aide, seeing 20 pupils at a time for 40 minutes daily, would raise a disadvantaged child's reading about 20 percent, from about 7 months gain per year of instruction (a year of instruction is considered to be 10 months) to 8.4 months gain per year of instruction. Note that this is still about 16 percent below the national average gain.

Now, let us assume that the specialist has five such 40-minute periods daily. There are now about 7 million public school children in grades 1 and 2. Let us further assume that we aim this program only at the bottom 10 percent of these, or 700,000 children. This would require 7,000 new specialists and another 7,000 paraprofessional aides under the assumptions I am making.

Adding the requirement for grades three to six would add perhaps another 3,000 for a total of 10,000. If separate facilities are desired and my study showed that performance was better when children, were seen in separate facilities, then 10,000 sets of facilities would be needed as well. However, may I add, that instruction is often given in the regular classrooms so separate class rooms are not completely necessary perhaps. Some of this space is probably available now, but some new construction will be necessary.

According to Mr. Ralph Steiger of the International Reading Association, there are perhaps 25,000 reading specialists of the type being discussed here. This bill would therefore necessitate an increase in their ranks of 40 percent or so. Assuming an average yearly salary of $13,000 for specialists and $6,000 for paraprofessionals, the salary bill would run almost $200 million.

In light of these logistical difficulties, I see the provisions in S. 1318, for parent participation and teacher training with the help of television as quite necessary. I would suggest, for example, that one very high quality software program on diagnostic-prescriptive techniques might pay handsome dividends.

A final problem I see is that of insuring that the specialist instruction which occurs under the program is, in fact, diagnostic-prescriptive in nature. The definition of reading specialist in the bill nowhere mentions ability to diagnose and prescribe, although I am assured by Mr. Steiger of the International Reading Association that individuals with a masters degree with a specialty in reading do have such a capability. Perhaps the addition of language in the bill to point to specific intent to have the diagnostic-prescriptive capability would be desirable.

In light of the above discussion, then, let me attempt to summarize my thoughts concerning the bill. It would appear that it is going to cost about $200 million and require about 10,000 new reading specialists to obtain perhaps an average 20-percent increase in reading performance for about 1 million children. If the program would, in fact, accomplish this much, I feel it would be an efficient social investment. Its immediate effect would be to create a serious bottleneck in the amount of trained reading specialists which would in turn probably succeed in raising their salary and add to the overall cost of the measure. Perhaps it might be better, therefore, if the program were allowed to start up somewhat more slowly, with full operation achieved only after 2 or 3 years. One thing that could be done to ease the transition would be to make the requirements for specialist teachers somewhat more lenient at first.

The other bill being considered, S. 2069, has less specific guidance as to the kind and amount of instruction to be delivered in the program. This has a strength and a weakness. The strength is that it allows the commissioner of education, his staff, and State education departments somewhat more flexibility in dealing with such problems as the probable bottleneck in the supply of trained reading specialists.

It is weaker, though, in that without specific direction the programs that come to exist in the field may lack the very diagnostic-prescriptive capability which I see as being of crucial importance. This could be remedied by placing specific mention of diagnostic-prescriptive methodology in S. 2069.

I think the provision in S. 2069, which funds the development of educational technology in the reading area as being quite useful as a catalyst to bringing the contribution of technology to the importance which I feel it deserves.

To conclude with respect to both bills, I feel that one is probably too specific and the other not specific enough, so that a compromise may prove about right. The emphasis on teacher training in both bills is very good and is indeed quite necessary. My recommendation for the final product would be to emphasize training for the first year or two of the program and to specifically ask for the use of diagnostic-prescriptive instruction when the full instructional phase of the program gets going.

I would specifically recommend the idea of summer reading programs in S. 1318. The summer period is the most likely time to make hay in increasing reading skills and that is precisely the period when school resources are underutilized. I would encourage the committees and its staff to give very special and careful consideration to the possibilities for using this summer period, because I think much of what you wish to accomplish could be done then at much smaller cost than it would take during the regular school year.

Thank you. I will be glad to answer any questions.

Senator EAGLETON. Thank you, Dr. Kiesling. In Senator Beall's bill, S. 1318, he specifies 40 minutes of instruction. Do you feel that we ought to specify this time period as a matter of Federal law?

Mr. KIESLING. I must admit to some ambivalence about that. I am tempted to answer "Yes," although I realize that there are dangers.

You see, in the work I did in California it seemed to me that the number of minutes of individual attention—I mean individual attention to the specific child—that the pupil gets per week is important. What I mean is, it makes a difference whether there are 20 or 30 children in the room. If there are 20, the teacher can give 50 percent more attention on an individual basis to each one.

If you only require some kind of reading specialist, it could be that the school district will interpret this, the commissioner of education will interpret this, as merely the requirement that a child be given 5 individual equivalent minutes of instruction a week, which is what in many of these central city schools they are getting, as in the Oakland schools I studied.

I do not think that is enough. Five minutes on an individual equivalent basis a week—I think probably you had best simply not have the program at all. I think you need to have a certain amount of basic instruction before it starts being effective, and how to insure that there is enough without putting specific provisions in the bill is I suppose, a problem more associated with your job than mine. I know there are reasons why legislation should not give direction which is too specific.

May I also add that I think that for paraprofessionals helping the specialist teachers, I believe that their time can well be counted as part of the instructional time. I believe that if only the bill would insure that the kids get enough minutes of instruction by the specialist and paraprofessional and regular classroom teacher working together, this kind of instruction could be effective.

Senator EAGLETON. That leads me then to my next question, because on page 2 of your prepared statement you talk about the 42 projects in California under title I where paraprofessionals did assist reading specialists.

You do not mention the role of the regular classroom teacher in the system.

Mr. KIESLING. In these 42 projects there was considerable variation in whether the specialists were seeing the children by themselves or whether they had a professional in a separate facility or whether they came into the regular classroom and so on.

I found that most projects used some sort of specialist or paraprofessional for additional instruction.

I found that when the regular classroom teacher gave some additional instructions—which is very difficult because she has her own duties with the other kids—that those programs did not seem, at least from my study, to be very effective.

I must disagree somewhat with the testimony of the previous witness. I think that the idea of depending basically on the classroom teacher is not particularly necessary.

I do not see why there cannot be two teachers, each teaching the child part of the time, and this assumes that they themselves know how to communicate wlth each other, which is very necessary of course.

If they do not communicate with each other about the individual child, then the advantages which are basically the advantages of specialization—which the rest of the world realizes and was relied on in other areas already a great deal in the 17th and 18th centuries, but which present-day education does not seem to be able to realize—two teachers cannot teach part of the time and then communicate with each other and with the paraprofessionals about the progress of individual children.

Senator EAGLETON. In grades 1 through 5, while the classroom teacher's specialty might not relate to history or literature, would not reading be constantly engrained in the teacher's curriculum, the homeroom teacher's curriculum?

Mr. KIESLING. Oh, yes. She should not stop teaching reading in the least bit.

Senator EAGLETON. What I am getting at, can the reading specialist do in 40 minutes what the homeroom cannot do all week?

Mr. KIESLING. I am tempted to say yes in answer to that question. but I certainly would not have the homeroom teacher give up a role in reading instruction. I would think that she could still give almost as much as she has in the past and still have this additional instruction.

Now, there are all sorts of possibilities here. The specialist can come into the room twice a week and find out what the child's hangups are, prescribe, do a little instruction, and then leave word behind with the classroom teacher and the paraprofessional in the classroom as to what the specialist would like them to accomplish the rest of the week.

This is what I found in California to be a very effective procedure, but all the instructional people have to work together on this, and if they start pulling apart, having professional jealousy about who is doing what and when, then I think there is a real management failure, and this is not unknown by any means.

Senator EAGLETON. On page 4 you say;

> I would suggest, for example, that one very high quality software program on diagnostic-prescriptive techniques might pay handsome dividends.

Are you aware of such high quality software programs in existence? Have you examined some?

Mr. KIESLING. No; not in this area. I doubt whether what I have in mind, which is of the full commercial high quality similar to that of Sesame Street—I doubt whether this is available. But this kind of software would be very helpful here, and basically in many other areas of education, too.

Senator EAGLETON. You comment later on page 4, and then elsewhere in your statement, about the costs.

Perhaps it might be better, therefore, if the program were allowed to start up somewhat more slowly, with full operation achieved only after 2 or 3 years.

Do you or do you not then subscribe to the $200 million cost as you say on page 4, so far as the first year?

Would that be the ultimate at the end of the third year in terms of the Federal appropriation?

Mr. KIESLING. That was just the instructional costs. I imagine there would be some others for the teacher training provisions and so on, so that I would imagine it would require somewhat more than that.

It seems to me that between $200 and $300 million is in the ballpark.

Senator EAGLETON. Both bills, according to your estimated figures, would be deficient in that regard. My bill authorizes $100 million for fiscal year 1974. Senator Beall's bill authorizes $176 million spread over 3 years.

Mr. KIESLING. I would think that would be a bit lean. Although $100 million, as I suggest—if there is some lead time and a little bit slower startup, I would think that $100 million the first year might be adequate.

That is of course, as I said, the virtue in the bill that you, Senator Eagleton, introduced.

The language is less specific with respect to specialists, and would give people in the field more flexibility with respect to the startup problem. So I think some lead time and some planning would be desirable. You just cannot produce 10,000 reading specialists in a couple of months.

Senator EAGLETON. Finally let me observe and then ask a question. I subscribe to what you say and what Senator Dominick said in his question to the previous witness about better utilization of the summer months where I think there is a distinct intellectual retrogression.

I think it is a horrible practice to let both minds and capital projects lie fallow for 3 months. But you say that it would be a smaller cost if we used the summer months in terms of reading intensification, et cetera.

Are you so sure that the costs would be smaller? You would have to pay the teachers whatever the going rate was. You would have to have equipment, materials.

Mr. KIESLING. Oh, yes, but we are not training new teachers. We can use existing teachers, many of whom have been working during the year presumably, and we can use personnel that are there.

If you go in the regular school year when all the other personnel are being utilized pretty fully already, then we are going to need new personnel.

Senator EAGLETON. We have Dr. Little still with us. Is Dr. Dionne here?

I would ask one of you gentlemen this. Do you know of any tests that have been made which test the reading skill of the student in June or May—whenever school recesses—as to what his or her reading level is at that time, and then test the student right after Labor Day to have a comparison in order to know what has gone on during the summer months?

Mr. KIESLING. I know of one study like that, and I forget who did it, but I could send the committee the reference. I think it was done in the New York City schools.

I think they found out two things. One, they found there was a lot of this retrogression during the summer; and, two, that disadvantaged, so-called students are the ones that lose out more than the other students.

A good portion of the relative loss in gain between the disadvantaged students and the regular sort of middle-class students occurs in their 12-year school history during the summer months. That was what this particular study showed. I am sorry I have a very poor memory, but I can dig out the reference.

Senator BEALL. That study was done by Donald Hays of Cornell and Judith Greer of the Urban Institute.

Mr. KIESLING. Yes; that is it.

Senator EAGLETON. Dr. Little, you do not have to come forward, but I would like to ask you this question. Do the teachers themselves have a position on reappraising the situation with respect to the 3 months plus hiatus in the summer?

I know this has been standard practice, as you pointed out, going back to the day of the harvest, but now that you do not harvest in Richmond or Baltimore or St. Louis, is there any change in attitude on the part of the teaching fraternity?

Mr. LITTLE. Yes; I think that teachers are interested, many of them, on a 12-month employment and carry on programs on through the summer. I think probably the biggest urge would be the additional money that they would get during that time rather than approval of the educational program.

Senator EAGLETON. It used to be alleged that a teacher, despite the harvest problem—which is by and large past—needed that 3 months to retain or to upgrade his or her skills, et cetera. How does that fit into this?

Mr. LITTLE. That is not significant any more. I started teaching with 1 year of college, and I needed my spring and summer to go to school, but the kids coming out now with degrees—many of our teachers are going on completing their master's degree before, and I do not think it is significant, and colleges are adapting to offer special certification.

In answer to your question a minute ago, I do not know of a study such as you described. However, our testing program has been shifted this year. Last year it was conducted in the spring, in March and April. This year it is coming in September and October, so we are going to do some analysis along the very lines you are speaking of, because our testing has been shifted, and we want to see what has happened in that interval.

Senator EAGLETON. Very good. I yield to the Senator from Maryland.

Senator BEALL. Thank you, Mr. Chairman.

Dr. Kiesling, I do not have too many questions since most of mine have already been answered.

I appreciate your comments on our bill and the specifics of the bill. I point out that it is a bill providing for demonstration projects, so therefore the costs can be a variable factor of great importance.

I would like to mention again it is our concept that reading specialists provide a kind of "double dose" in reading. I think it is necessary in view of the critical problem. It is an oversimplification, but when I was going to school—it is hard to remember that far back—but I remember there was a floating music teacher in the school who used to come around once in a while, but we did not stop singing when she left.

I would assume the same would happen with reading. The reading specialist would be around from time to time, but the emphasis would still be on reading at the classroom teacher level.

I would point out also one of your comments was that perhaps we have created some requirement that would be difficult to fulfill. As the case in many times in legislation, we have made some pretty stiff requirements, but in the first two sections we are very specific, and then in the third section we allow flexibility.

On page 13 we provide that teachers may not be able to meet the requirements overnight, and therefore there is a great deal of flexibility allowed so we are thinking in the direction that we think it is advisable.

Mr. LITTLE. Yes.

Senator BEALL. I mentioned your emphasis on summer reading because I do think there can be a great deal of advantage for people who have reading deficiencies. This would enable students, who are falling behind, to get specialized training during the summer. Also to what extent do we have good research on reading problems or good research in reading generally?

Do we have a background of information that you would consider sufficient?

Mr. KIESLING. Yes, I believe so. I participated with four others in a Rand study in which we tried to survey the whole field of educational effectiveness. That is a mind-boggling task. Our conclusion was pretty much that there is a great deal of research, but the findings point one way here and the other way there, and so on, and in the end you are not sure what you have learned from a great deal of this, especially since a good percentage of the research is not of high caliber. So you wonder whether you can trust the findings themselves.

Certainly there must be millions of studies of reading, some of them very good. As an economist, I am not on top of all that literature, but what the whole literature tends to show me, especially with the atypical children, is that the present system has pretty much failed. This is why I think that using new techniques, using the specialists and paraprofessionals, this sort of thing, is a good way to go.

Senator BEALL. But you said you indicated that while the results in compensatory-education programs have not been so good, that this was not the case when specialists were utilized.

Mr. KIESLING. I am sorry?

Senator BEALL. I am referring to your concluding comments from your study.

Mr. KIESLING. Yes. That is from one study. How much of that study can be subscribed to is hampered by the lack of collaborative research.

Senator BEALL. To that extent do we have research and measurement of the various techniques for teaching reading and the effectiveness of teaching?

Mr. KIESLING. I think there are a lot of good things being done, and increasingly so, and there are problems being pointed out by many educators and educational psychologists.

Of course measurement is very difficult in reading, and there are very real problems, but I do not think the measurement problems are the ones that will prove debilitating in the end. There is some very good work going on in New York State with the use of computers where they measure with great precision exactly the type of objectives the teacher wants.

There is an item bank for testing, and then they can use these and computerize the results and so forth.

I think that probably we have the methodology for evaluation of reading if we only used it well. I do not think that in the past we have had findings which lead us to any particular conclusion beyond that of some agnosticism, and that to a certain extent the system has failed.

Senator BEALL. In our bill we suggest that participating school districts should establish a goal of having everybody reading at grade level by the end of grade 3. Do you think it is desirable to have school districts establish a goal, first; and, second, do you think the goal of this sort is practical?

Mr. KIESLING. This question has some complicating dimensions to it. First of all, if the schools are asked to specify some concrete goals of this nature, and if it is a general problem, then what we always have is the spector hanging over us that people start teaching the tests, and that is a danger I think we should attempt to avoid if we can.

I suppose the national norm for reading is not all that high, so that you probably could realistically expect a fair percentage, a large percentage, but certainly not all of the kids, if you gave them enough instruction, to reach close to that level by grade 3.

You would find it self-defeating, since the norms would keep readjusting upward. It would be necessary to keep using the old norms.

Senator BEALL. Dr. Little, you seem to be showing an interest in that question.

Mr. LITTLE. Yes. I would like to leave with the committee research background for a program that I presented in Richmond. You might find it of interest. This has a substantial amount of research analysis.

Senator EAGLETON. Thank you very much. We are pleased to have it, and we will make it as part of the record along with your prepared statement.

[The information referred to follows:]

RESEARCH TO SUPPORT THE DIAGNOSTIC AND REMEDIAL READING PROGRAM FOR THE MIDDLE SCHOOL AND HIGH SCHOOL UNDERACHIEVERS

RICHMOND PUBLIC SCHOOLS

SEPTEMBER 1973

Start, K.B., "Thirty Years of Reading Standards in England." Educational Researcher, November 1972, pp. 8-9.

Abstract

Reading achievement of 11-year-olds and 15-year-olds from 1948 to the mid sixties showed a trend for improvement, however by the mid-sixties the trend eased and may have declined since the mid-sixties. After reviewing test data from 1948 to 1971, Start states: "Children leaving English primary schools are no better now than they were in 1960 and could well be less than the standards in 1964."

Table I

Mean Reading Scores of 11 and 15-year-old English Children Since 1948

	National Test [1]	1948	1952	1955	1956	1960	1961	1964	1970	1971
11-year-olds	W.V. N.S.6	11.59 x	12.42 x	x 28.71	13.30 x	x 29.48	x x	15.00 x	14.19 29.38	x x
15-year-olds	W.V. N.S.6	20.79 x	21.25 x	x 42.18	21.71 x	x 44.57	23.90* x	x x	x x	23.46 44.65

x - No testing that year
* - Mean of two estimates

To explain the decline of reading achievement as reflected in Table I, Start used the following procedures:

1. Fifteen-year-olds and 11-year-olds tested in the 1970s had begun their reading instruction in 1961 and 1964 respectively; therefore, in what way did the 1960s differ from the 1950s in regard to reading instruction.

2. A review of the literature and research was made to identify significant changes in reading instruction used in the 1960s when compared to the 1950s.

Results: (significant changes of 1960s)

1. Accepted tendency for children to leave the lower primary grades barely reading because of the emphasis not to teach reading until the child is ready.

2. Accepted tendency for upper primary teachers to avoid the teaching of reading by stressing "liberal" and "free" approaches resulting in less time and emphasis on formalized reading instruction.

3. Teacher training of upper elementary teachers has stressed reading as a skill to be used in a free, relaxed, child-centered informal education situation, as opposed to a specific emphasis on the skills of teaching reading.

4. The increase of less formalized methods in reading instruction has caused a decline in the importance and eminence of reading as basic foundation of the primary school.

Implications: (for the 1970s)

1. The Secretary of State for Education and Science has set up a committee to inquire and investigate the following questions:

(a) What is the present status of the teaching of reading in England?

(b) How might present practices of teaching of reading be improved through initial and in-service training?

(c) To what extent could monitoring of the improvement of reading achievement in schools be introduced or improved?

2. The school leaving age in England has been raised from 15 years to 16 years in 1972, based in part on the results of Table 1.

Thirty Years of Reading Standards in England

By K. B. START

National Foundation for Educational Research in England and Wales

In 1970/71 national surveys of the reading standards of England's 11 and 15 year-old children were undertaken. At the end of their eleventh year, children in England have completed their last year of primary schooling, and at the end of their fifteenth year[1] they have completed compulsory education in secondary school.

These surveys (June 1970 for 11 year-olds and March 1971 for 15 year-olds) were to establish current reading standards and to relate them to similar surveys which had been undertaken since 1948. There had been two sets of surveys. The earliest series used the Watts Vernon (WV – 35 items) test in 1948, 1952, 1956, 1961 and 1964, but had the additional interest of being calibrated against the tests used in 1938 to estimate the pre-war standards. The second series used the National Survey Form Six (NS6 – 60 items) test in 1955 and 1960. To tie these two surveys together, both tests were used on both 11 year-olds and 15 year-olds samples.

The tests were administered to a stratified random sample of children with school type and size providing the strata and the within-cell sample fractions drawn by birthdays (i.e. for a one in five sample, children with birthdays in the first six days of the month were taken). Difficulties in testing were encountered. Fatigue after a massive International Educational Achievement testing program is presumed to have "turned off" many primary schools who declined to add the national testing to the international and thereby reduced the percentage response in June 1970. When the March 1971 testing of 15 year-olds was undertaken, a national mail strike had gripped the country. Hence, a "pony express" exercise had to be mounted by the research staff to deliver test material to schools. Thankfully there is less of England to cover than the USA, but the sample size was again reduced. The returns were carefully scrutinized for signs of consistent bias. As far as could be seen the marginal fluctuations seemed to have no resultant bias.

Results and Discussion

The scores in 1948 were below the 1938 estimates but had risen steadily since. When the 1970/71 figures are added to those of the previous twenty years the trend for improvement had certainly eased and may have declined since the middle of the sixties. The figures are listed in Table I.

The full report (Start and Wells, 1972) includes extensive analyses, including for example, the percentile scores over the last 20 years, percentile scores in different types of secondary schools, i.e., immigrants, boys and girls, early school leavers, specific points relating to the sample and tests, and many others. However, the data in Table I indicate that the current reading standards of the children leaving English primary schools are no better now than they were in 1960 and could well be less than the standards in 1964. What are the implications of this?

There is a positive interpretation of these data, notably that the improved standards of the early 1960's have been maintained a decade later. Children read as well now as they did ten years ago. However, as society tends to demand progress, the results are seen in England as a cause for concern. Thus the major

TABLE 1. Mean reading scores of 11 and 15 year-old English children since 1948

		1948	1952	1955	1956	1960	1961	1964	1970	1971
11 years	WV	11.59	12.42	X	13.30	X	X	15.00	14.19	X
	NS6	X	X	28.71	X	29.48	X	X	29.38	X
15 years	WV	20.79	21.25	X	21.71	X	23.0*	X	X	23.46
	NS6	X	X	42.16	X	44.57	X	X	X	44.65

X—no testing that year *mean of two estimates [illegible] average found was the rate of improvement has not continued.

It must be remembered that the survey did not include provisions for gathering information to explain the results. The survey was to establish current standards, and compare them with previous findings, not to explain fluctuations in the trends. Hence the discussion of causes must be based on information extrinsic to the study. It must also be recognized that there is no point in looking to 1971 for the reasons for the lowered reading scores of 15 year-olds. They began their infant schools some ten years previously in 1961. Similarly the 11 year-old children tested in 1970 had their first brush with formal education in 1964. Thus, as far as compulsory education is concerned, the 1970/71 reading scores had their roots in the school experience the children received in the early 1960s. Similarly, the children tested in the 1960s would have had their reading foundations laid in the 1950s.

In what way did the 1960s differ from the 1950s in terms of the educational experience of young children? Has reading ceased to have the position of eminence in the infant curriculum it once had as third of the 'three Rs'? If devalued, has it been positively based on philosophic, psychological, or social decision, or has it occurred by default because the expanding primary school curriculum still has to be fitted into the same length of school day?

A number of studies have suggested that our increasing number of children leaving infant school (i.e. age 7+) have barely made a start on learning to read. Similarly, other studies have shown that the percentage of junior children (8-11) needing infant methods in reading has been growing. At the same time there is some suggestion of asynchronous attitudes between teachers at either end of the primary school. Many reading experts point to the inadequacy of the facilities, timetable provision and availability of suitably trained staff for the teaching of reading in the junior school (the upper end of primary school). Some have suggested that the tendency, [illegible] with the [illegible] readiness' to read, has almost amounted to avoidance of the teaching [illegible] in some instances. While such a delay may be supported by physiological or educational criteria, it is perpetuated by a situation in many classes where it is either not taught or not seriously taught (i.e. by the infant, simple approach). It seems that the teachers of nine-year-olds and possibly some teaching eight-year-olds regard reading as a skill to be used not to be learned, and expect that the skill will have been taught in earlier classes to the level necessary for its use as a tool.

Is this jarring dichotomy being fostered in the training of teachers? Certainly, the amount of training in the teaching of reading seems to be cut back in the training of teachers of junior classes (Southgate, 1971). The most "liberal" or "free" approaches which could be exaggerated into "non-teaching" are seen as the infant preparation. A philosophic clash, with the child regrettably in the middle, is a possibility.

The freer, relaxed, child-centered, informal approach to the education of young children has been the healthiest change in the British primary school scene. Obviously, education locked onto the genuine and current interests of the child should be very effective and, for the child, painless. The teacher, whatever the form of the class, must have the goals she wishes to achieve firmly set in her mind and engineer situations to facilitate the learning. A study by Cane and Smithers (1970) examined reading achievement in formal and informally organized schools and found that, while formal classes seemed to do better than informal classes, in the permissive schools where the teachers emphasized phonics and rejected the idea of waiting for reading readiness, the children were successful in learning to read.

The less formalized methods that have been introduced into the primary schools in the last two decades would not necessarily [illegible] that less time or emphasis is given to reading, though the 1971 president of the British Reading Association noted a declining interest in reading, especially [illegible] the "permissive" infant schools [illegible] of the acceptance of the importance of learning to read.

There is general concern that the trend for improving reading standards has levelled off and that standards in England now are not as high as they were a decade ago. The Secretary of State for Education and Science has set up a committee of inquiry, requesting it to investigate:

a) all aspects of teaching the use of English, including reading, writing, and speech.

b) how present practices might be improved and the role that initial and in-service training might play.

c) to what extent arrangements for monitoring the general level of attainment in these schools could be introduced or improved.

Patently these are far-reaching terms of reference, and the outcomes of this committee's deliberations should make a fundamental impact on the British primary school, the teaching of all aspects of English, and on the relevant training for teachers in the future.

Summary

The series of national surveys of reading at age 11 and 15 have between 1948 and 1964 seen a steady improvement in mean standards. The 1970/71 survey indicated that current standards are as good as they were in the early 1960's, and may be somewhat lower than in the mid-60's. Either way, the trend for the measured reading standards to rise appears to have ceased. The question now is why?

Notes

[1] School leaving age was subsequently raised to 16 years in 1972.

References

Cane, B. and Smithers, J. *The Roots of Reading* N.F.E.R. [illegible], 1970.

Southgate, V. *Reading and the [illegible] Arts*. [illegible] Inquiry [illegible] 1971.

Start, K.B. and Wells, B.K. *The Trend of Reading Standards*. N.F.E.R. [illegible] 1972. (Available [illegible] from NFER [illegible] Company, 2 Jennings Buildings, Thames Avenue, Windsor, Berks. SL4 1QS, England.)

Cohen, S.A. and Cooper, T., "Seven Fallacies: Reading Retardation and the Urban Disadvantaged Beginning Reader." The Reading Teacher, Vol. 26, No.1, October 1972.

Abstract

"Research findings consistently indicate that some of our most popular excuses for not teaching black and Puerto Rican urban children are fallacies."

1. (Fallacy) Urban black children tend to be less verbal than middle class children.

(Research) When the environment provides positive reinforcement of verbal output, the student is verbal regardless of socioeconomic status or race.

2. (Fallacy) There is little verbal interaction between the disadvantaged child and his mother or other adults who are psychologically significant to him.

(Research) Horner (1973) sewed a button-sized CIA-type radio transmitter to the linings of preschool urban black children's clothes and recorded a typical day's verbal interaction and disproved the above statement.

3. (Fallacy) Black English is a substandard, inferior form of standard English.

(Research) Black English is not Southern dialect but a well-ordered, highly structured, highly developed, sophisticated language system; if prevalent in young black children would result in high cognitive development.

4. (Fallacy) Beginning reading books for blacks should be written in black English.

(Research) The syntax of linguistic and sight preprimers and early readers is markedly dissonant from the oral language of middle class children as well as low SES black children. If we use the "mismatch" theory between black English and standard English to explain low SES black children's reading retardation, then we should expect to see a similar problem with white middle class children. We do not see that.

5. (Fallacy) The disadvantaged urban child's deficient conceptual and usable vocabulary interferes with his learning to read in the beginning grades.

(Research) Vocabulary analysis of the most widely used beginning reading books showed that urban black children have sufficient conceptual and usable vocabulary to handle those materials.

6. (Fallacy) Improvement of oral language skills of disadvantaged children will make them better readers.

(Research) Oral language is not directly related to learning to read. [illegible] children [illegible] do not become better in reading than [illegible].

7. (Fallacy) Poor articulation contributes to auditory discrimination deficiencies and, therefore, to deficiencies in learning phonic skills among disadvantaged urban black and Puerto Rican children.

(Research) Many sounds poorly articulated by black children are not poorly discriminated. Most children can learn to discriminate sounds in words if they are taught to do so independent of their articulation.

Conclusions

1. Etiology is generally irrelevant to reading instruction. The psychosocial, psychophysical, psycholinguistic, and psychodynamic effects of racism and poverty are irrelevant in the light of intensive, thorough pedagogy. The quality of pedagogy makes the difference.

2. Correlation does not mean a cause and effect relationship. Psychosocial, psychophysical, psycholinguistic, and psychodynamic factors correlate with poor reading achievement, but that does not mean we must teach the correlated factors to get a change in reading behaviors.

"To put it bluntly, we are all for eradicating racism and poverty and the effects of those social diseases. But we do not have to wait for these diseases to disappear before we can teach urban disadvantaged children to read. Good pedagogy can do that job all by itself."

Manning, J., "Ways to Improve the Total Reading Program," a paper read at the Virginia State Reading Association Convention, Richmond, Virginia, February 1973

Abstract

Three ways to improve a reading program:

I. Administrative change (class groupings, across grade grouping, traditional vs. innovation, etc.)
Results: Research not solid with data going either way

II. Curriculum change
Results: USOEd 1964, 1965, 1966, First Grade Studies Research found:
- (a) Curriculum change did not make a significant difference in reading achievement
- (b) Best teachers in different programs were more alike than the poorest and best teachers using the same program

III. Instructional Modification of Method Results: Key variable to reading achievement gains of students in the Minneapolis, Minnesota school system under the following conditions:
- (a) High priority by superintendent
- (b) Investment in people technically competent to make a difference
  "The inner city schools are filled with pessimists who thrive on failures - we need effective, can do, good people."
- (c) Stabilization of the reading curriculum at the district level
  - (1) "Stabilization is not restrictive but a clear guide for what we are doing."
  - (2) "Structure in the reading program should be in inverse proportion to lack of structure in the home."
  - (3) Stabilization identifies a core of basic goals for the school system to work on in an electric manner - "we know what we are about"

(d) Provisions for In-service training

(1) "Best in-service: During the working day, demonstration teaching with existing materials and typical students with an opportunity to critique and evaluate."

(2) "worst in-service: After the working day with a college professor who is away from the combat of the job."

(e) Logistical support (found to be the most important of the above list)

(1) "A child fails not on a program but because of lack of practice on the program."

(2) Effective resource support (commercial or locally developed) is critical to the program's success (i.e., Minneapolis School System has an off-set press to develop local materials and a "telephone-a-ditto service").

Harris, A. J. and Serwer, B. L., "Comparing Reading Approaches in First
Grade Teaching with Disadvantaged
children," The First Grade Reading
Studies (R. H. Stauffer ed.), Intrnational
Reading association, Newark, Delaware,
1967, pp 36-41

Abstract

Population: 1,378 first graders in 48 classes, located in twelve New York City schools (high percentage of Negro children with cultural deprivation and marked retardation in previous surveys of reading ability)

Procedure: The population was divided into four groups each receiving a year's reading instruction using one of four different methods: (1. Basal, 2. Phono-Visual-Basal 3. Language Experience, $. Language Experience-Audo Visual Enrichment).

Results:

1. Urban Negro children can make substantial progress in learning how to read regardless poor pretest results.

2. Disadvantage Urban Negro children can learn to read by the same method that work with middle class white children.

3. Regardless of limited vocabularies, poor auditory perception skills and readiness handicaps, the disadvantaged urban negro children responded to superior teaching with good learning.

4. When books and stories are within their instructional level the urban black children responded well to many of the same books that are favorites with middle class children.

5. Split-sessions (reduction of instructional time) produced considerably lower achievement.

6. No one method of teaching reading was superior to any other. The key variable was the skill of the teacher and her understanding of the reading process.

Summary: Disadvantage urban black children can learn to read without radical changes of methods and materials the key factor is good teaching and the amount of time spent on reading instructions.

Harris, A., *How to Increase Reading Ability* 5th Edition, David McKay
Company Inc. New York, New York 1970

Abstract

I. In reviewing the U.S. Office of Education Mid-1960s studies in beginning reading Harris states:

> "Thus the most recent large scale studies done in America indicate that there is no consistent advantage for any of the methods studied, when pupils are followed through the third grade. There is strong evidence that the qualities of the school system, of the particular school, of the teacher, and of the pupils, far outweigh differences in methodology in their influences or reading achievement" (p. 78)

II. In reviewing reading research over a period of years, Harris summarizes by emphasizing the following:

> "Thus the results of many years of research indicate that (1) the quality of administrative leadership, (2) Teaching skill, and (3) pupil ability, are much more important in determining the results of beginning reading instruction than differences of methodology. (p. 79)

III. Harris in reviewing the work of Dyer ("Research Issues on equality of Educational Opportunity School Factors," *Harvard Educational Review* Vol 38, 1968, 38-56.) and other states:

(1). "Several research studies which indicate the socioiconomic status of parents has the highest correlation with school achievement, *but other factors* such as *per-pupil expenditure*, *teacher exper[illegible]e*, *classroom atmosphere*, and *size of special staff* also correlate significantly with achievement (p. 274)

(2). The educational gap between the middle class and the disadvantage tends to widen in terms of grade levels as children get older; often the disadvantaged have reading averages two or three years below the norms by the time they reach secondary school age (p. 275)

IV. Harris in reviewing his results of a three year project involving 2,000 disadvantaged Negro children in New York found the following:

> Regardless of (A) entry into the program of students (20th percentile in readiness, 14th percentile in knowledge of word meanings and 1st percentile in auditory perception) and (B) method (four different methods were used with each quarter of the sample population) the means for the 1st, 2nd and 3d grade students of the test population were raised to national norm after 9 months of instruction. Harris was then able to conclude that the key variable in bring large numbers of severly handicap primary children up to national norms in reading were teacher training and teacher motivation.

Zintz, Miles, *Corrective Reading In the Classroom*, Wm. C. Brown Company Publishers, Dubuque, Iowa, 1972

Abstract

Zintz in reviewing research since 1950 on the teaching of reading has noted four essential principals basic to all good reading programs.

I. The reading process involves only four components that must be reflected in the reading curriculum:

   (a) Learning of basic sight words

   (b) Learning of phonetic and structural analysis

   (c) Developing skills of comprehension

   (d) Reading extensively in easy, interesting material

"These are the jobs to master (a-d) with respect to the reading act. Problems arise because these jobs are not learned, or not easily learned by children."

II. All children have three reading levels that must be identified and worked with in the reading curriculum, as well as through out the school day.

   (a) *Instructional level of reading* (success level): a level that the student can read comfortably with the help and guidance of a teacher

   (b) *Independent level of reading*: a level that the student can read easily for pleasure and information without the need of a teacher for assistance.

   (c) *Frustrational level of reading*: A level of reading that the student can do, but with much anxiety and frustration. Even with the help of the teacher, the student is frustrated in the reading task.

"The primary reason large numbers of children are failing to achieve in reading is because they are presented reading material at their frustration level through out the school day."

III. Inservice: The single best skill all teachers should gain in an inservice program is their ability to find the instructional, independent and frustration reading levels of the students she will be teaching.

IV. Methods and Materials: Research has shown that no one method or materials should be used to the exclusion of all others. The single best source of methods and materials is the teachers manual. The covert cause of reading achievement in many research studies is often not the materials and methods to be tested, but the fact that teachers were encouraged to use their teacher manuals for daily guidance.

Senator EAGLETON. Thank you very much, Dr. Kiesling.

We will recess for 5 minutes.

[Recess.]

Senator EAGLETON. Ladies and gentlemen, our final witness apparently is still delayed with transportation problems, so we will adjourn the hearing for today. We have reading testimony to take tomorrow, so instead of convening at 10 o'clock, we will reconvene at 9:30 a.m.

[Thereupon, at 11:40 p.m., the committee recessed to meet tomorrow, September 19, 1973, at 9:30 a.m.]

NATIONAL READING IMPROVEMENT ACT, 1973

WEDNESDAY, SEPTEMBER 19, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to recess, in room 4232, Dirksen Office Building at 9:50 a.m., Senator Thomas F. Eagleton, presiding pro tempore.

Present: Senators Eagleton, Hathaway, Dominick, Beall, and Stafford.

Senator EAGLETON. Good morning, ladies and gentlemen.

The Education Subcommittee of the Committee on Labor and Public Welfare is now in session to continue its hearings on S. 2069 and S. 1318, dealing with matters related to reading.

Our first witness this morning is Dr. Ruth Love Holloway, Director, Right to Read program. She is accompanied by Mr. Charles Cook, Deputy Assistant Secretary for Legislation.

It is my understanding that you do not have a prepared statement.

STATEMENT OF DR. RUTH LOVE HOLLOWAY, DIRECTOR, RIGHT TO READ PROGRAM, OFFICE OF EDUCATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, ACCOMPANIED BY CHARLES COOK, DEPUTY ASSISTANT SECRETARY FOR LEGISLATION (EDUCATION)

Ms. HOLLOWAY. I do not have a prepared statement.

Senator EAGLETON. The administration did testify, as I recall, earlier this year on certain matters pertaining to reading. Specifically then I will direct your attention to a letter that we sent to you under the date of September 16, in which we asked a series of questions.

Do you have a copy of that letter?

Ms. HOLLOWAY. Yes.

Senator EAGLETON. I will go through these questions and I may have others to add as we complete this list, and certainly Senator Dominick and Senator Beall will.

No. 1, S. 2069 provides for State allotments based on the number of school-age children with reading deficiencies, and directs the Commissioner to establish standards for identifying those children, including designation of approved methods of selecting and testing a representative sample of the school-age children within a State.

What testing methods are currently used by the Right to Read

Office in the Office of Education to determine levels of literacy?

Ms. HOLLOWAY. Mr. Chairman and Senators, the Right to Read Office utilizes in the demonstration program, standardized reading tests as well as criterion reference instruments—that is, tests that measure the specific objectives of a program as opposed to any test that is standardized on a national norm. Those are the two kinds we use in the elementary and secondary schools.

Among the standardized tests, there are seven that are most popularly used, and I can enumerate those if you are interested. However, they are part of the anchor study test which gives us a national interpretative table so we can interpret the data from those tests similarly. The project was funded by the Office of Education. In terms of adults, Right to Read utilizes criterion tests, that is, tests that look at the specific objectives that are developed for the purpose of measuring the objectives of a particular program, say, that they want to use.

Now within the Office of Education several bureaus are coordinated with Right to Read to determine what kind of instruments we need to develop to measure functional literacy for adults, and we will be making a decision on that shortly and will be letting a contract for the development of such an instrument.

Senator EAGLETON. Let me see if I understand. You say there are seven different tests that you are using?

Ms. HOLLOWAY. Yes.

Senator EAGLETON. I take it that as of now, there is no one nationwide test like the SAT, that is recognized by all the professionals in the field as being "the" test, is that right?

Ms. HOLLOWAY. I am afraid that is correct. Most of our demonstration programs use the standard achievement test for reading and the Metropolitan, but there is no one test that is used.

Of course the Office of Education would not be in a position to mandate an instrument. We recommend certain tests that seem appropriate for particular projects, but the decision is a local one.

Senator EAGLETON. Is the educational community, specifically those that deal with reading, working toward the ultimate objective of trying to get a nationwide standardized test that would be relevant for comparative purposes? It is one thing if they test Missouri under test 1 and they test Colorado under test 3 and test Maryland under test 2. How do we get some kind of nationwide evaluation of different tests used in different areas?

Ms. HOLLOWAY. One of the reasons the Office of Education funded the anchor test study was to be able to interpret information comparably from seven different tests that are used widely in testing reading, and that is really why OE funded the study. Even when there are seven tests used nationwide, I am not thinking of Right to Read, but in the area of reading, they can now be commonly interpreted. That is really what we want, so we do not have the differentiation which you just mentioned.

Senator EAGLETON. Senator Dominick asked yesterday and I believe Senator Beall did as well as I—I believe all three of us inquired into the matter of summer programs and one or more of us asked this: what knowledge do we have in terms of what I will call summer retrogression. That is, are students being tested in May, at the end of the school year—say they finish the fourth grade—and is that same student retested in September, when she or he starts the fifth grade, to see what lag, if any, is developed over the summer inertia?

Ms. HOLLOWAY. There is a fair amount of evidence that there is a regression during the summer. Part of the reason why Right to Read asks for the test to be given in September, rather than using the May score, is that we know there will be retrogression, and we can measure from September to June, as opposed to using the yearend test.

Senator EAGLETON. You have answered my question really. You are satisfied, as a professional, that there is some amount of regression or fallback?

Ms. HOLLOWAY. Yes; I think that is recognized by most authorities.

Senator EAGLETON. Does your department, the Right to Read Office, in any way encourage funds, induce support, whatever word you want to use, of the summer reading programs?

Ms. HOLLWAY. Yes, we do. As a matter of fact, we strongly urge, that the summer programs be somewhat more informal than the regular programs. Additionally, we recommend that the students in Right to Read and other students as well, participate in specialized library as well as special reading programs in communities during the summer.

Senator EAGLETON. A recent article in the Education Daily concerned a new controversy over testing in the Office of Education, and this has just been brought to my attention. As I understand it, the Office of Education withdrew nearly a million dollars in aid under the Emergency School Assistance Act for a New York City school district, because the district refused to participate in restandardizing the tests which are used by the Office of Education in evaluating emergency school aid programs.

The school charged that restandardizing the test for minority schools created further bias in testing. Are you familiar with the controversy and can you give me any information about the bias charge?

Ms. HOLLOWAY. I am familiar with the controversy, but I will ask Mr. Cook to answer that question.

Mr. COOK. I am not too familiar with that controversy. I have read the Education Daily but that is about as far as I have gotten with it.

I think we can look into that and supply an answer for the record for you.

Senator EAGLETON. You would prefer to anwser that for the record in writing?

Mr. COOK. Yes.

[The information referred to and subsequently supplied follows:]

Community District 19's Non-Compliance with ESAA Regulations

Community District 19's slated Emergency School Aid Act (ESAA) grant was withdrawn in late June, 1973 because the district refused to abide by written assurances that it (Assurance 18) and its Advisory Committee (Assurance 8) were familiar with, and would comply with all provisions in the ESAA regulations especially in regard to cooperation in National evaluation of the program (Assurance 21) as required by the Act (P.L. 92-318, Section 713) and defined by the regulations /45 CFR, Section 185.13(d)/. More specifically, when District 19 was requested to participate in an achievement test restandardization activity associated with ESAA evaluation as 64 other districts across the Nation had, District 19 was the only district slated for an ESAA award that refused to cooperate in the restandardization. Even after several days of repeated explanation as to the objectives of the testing and the implications for the district if it refused to abide by assurances and comply with regulations, the district steadfastly refused to cooperate. HEW's Office of General Counsel therefore ruled that the Office of Education had no choice but to withdraw District 19's slated grant for failure to abide by assurances and non-compliance with the Act's regulations.

In spite of repeated explanations to the contrary, the District continues to maintain that the Office of Education was planning to administer different tests to minority and majority group children; that the test for minority group children would be easier; and, that the norms by which minority student performance would be judged were lower than for majority group members. The District therefore claimed that the testing was discriminatory.

The U.S. Office of Education categorically states that the recently completed nation-wide testing in 100 ESAA-eligible schools was not discriminatory as charged by District 19. The same unaltered, commerically available, standardized achievement tests were administered in the same way to all children--minority and non-minority--throughout the Nation. The same scoring system for the tests will be used for all children and finally the same norms will be used to evaluate the performance of minority and non-minority children. In short, the testing activity in which District 19 refused to cooperate was not discriminatory to any group and the results will not be used in any such manner.

Senator Eagleton. I will ask a few more questions and then I will yield and later come back to finish these questions.

In my letter of September 16, the second question was: S. 2069 provides for private elementary and secondary school participation in comprehensive reading programs. Do you believe it is necessary to include a bypass provision which would provide the Federal Government with the necessary mechanism to remedy a situation which cannot be resolved locally, given the difficulties that occurred under ESEA?

Mr. Cook. Mr. Chairman, I think you are quite well aware of the problems in your State in terms of the ESEA and institutional problems involved. It is our feeling, and this is represented in the administration bill that we have submitted to the Senate and to the House, that there would be a necessity to have a bypass——

Senator Eagleton. Necessity to have a bypass provision?

Mr. Cook [continuing.] Yes.

Senator Eagleton. In your judgment what level of appropriations would be necessary to carry out provisions of S. 2069?

Ms. Holloway. In our opinion, the appropriations that are carried in the bill, the authorizations would seem appropriate. However, in terms of the Office of Education, as you know, a number of programs focus on reading and the tune of some $500 million is now being expended on reading annually. And since we see Right to Read not as a single program, but rather as a national effort, we would hope to marshal those resources to focus on reading.

Senator Eagleton. Let me clarify the funding level. What is the authorization at the present time for right to read?

Ms. Holloway. $12 million as a line item.

Senator Eagleton. That is authorization?

Ms. Holloway. Right to read is funded under the Cooperative Research Act.

Senator Eagleton. What is the appropriation?

Ms. Holloway. The appropriation is the same.

Mr. Cook. $12 million. There is no specific authorization.

Senator Eagleton. No specific line item authorization.

Mr. Cook. Line item in the budget.

Senator Eagleton. $12 million is what you are spending out of the education budget for Right to Read?

Ms. Holloway. Yes.

Senator Eagleton. I yield to Senator Dominick.

Senator Dominick. I want to start out by saying that I admire the work that you have been doing in this. I think you have done a very excellent and fine job.

Ms. Holloway. Thank you.

Senator Dominick. But as I understand the Right to Read system within the Education Department, you are dealing with demonstration projects on what can be done in a particular area, is that correct?

Ms. Holloway. That is one of the things we are doing. We are also working with State departments of education providing seed money in order to coordinate all reading and related activities in the States, with special emphasis upon SEA's training local Right to Read directors. We do not just work with the demonstration programs, but have a plan for using what is learned in the demonstration programs.

Senator Dominick. Now the seed money question, I think, is important. Can you tell me what you are doing where, and what effect it has had, if any, on the educational community?

Ms. Holloway. Perhaps I can best give you an example of what we are doing with State departments of education. We enter into agreements with States. We have 31 State departments of education of the 50.

For example, in the State of Minnesota, we provided last year $50,000 in seed money for several kinds of things. One, to look at all the programs in the State agency, Federal and State supported, that had anything to do with reading, and to utilize some of the Right to Read resources and materials we developed, like needs assessments, instruments and what-have-you, to focus on reading in all of those programs where it would be appropriate.

Second, we provided technical assistance to the State agencies so they could become trainers of local people. So in the State of Minnesota, if I may continue that example, they were able to train some 40 local right to read directors, who then went back to the local school districts and provided training at the local level.

You see, we have a major emphasis upon two factors, which would interest you. One is that the school administrator, school principal, is the project director in right to read. We do not hire an extra person to come in to perform that leadership role.

The second point that we stress is the retraining of the staff development of existing personnel, rather than adding new people, which of course with the budgets that we have, we could not afford.

So what we are trying to do is change the existing structure and existing processes that operate.

In the State of Minnesota we found that a fair percentage of the schools involved in this kind of process did improve in reading achievement. We could bring that for the record for you. That is just one example.

We have that kind of process occurring to varying degrees in the 31 States.

Senator Dominick. How much of your $12 million budget is expended on this type of seed money program?

Ms. Holloway. I believe this year we are spending some $4 million of the $12 million with State departments of education.

Senator Dominick. You indicated that your demonstration programs by and large go through the summer, in answer to the Chairman's question. Do you have any information as to whether any of the reading programs go on through the summer into the regular school system?

Ms. Holloway. Yes, indeed. As a matter of fact, ESEA, title I programs, many of them operate during the summer. Some of the title III ESEA programs operate during the summer. I think it is fair to say that most school districts recognize the lag, which the Chairman mentioned, and endeavor to operate summer programs.

Most of the summer programs would relate to reading, some aspect of reading, although not exclusively reading, there would be a lot of enrichment type activities as well. But it is a time when you can reach children on a more intensive basis and especially those children that have particular problems.

Senator DOMINICK. If they are actually doing this, why do we have a situation where we have so many functional illiterates in the country as we do among children and adults? Can you give me any suggestions on that?

Ms. HOLLOWAY. On why we have the number of people we have?

Senator DOMINICK. Yes, if the schools are really trying to emphasize this, which you indicated that you thought they were, and which I frankly did not agree with you, why do we have 20 million functional illiterates?

Ms. HOLLOWAY. The 19 million adults that we are talking about are people over the age of 16. Of course there is no simple answer as to why they did not learn to read. I would concur with you that obviously something happened in their education, because most of them as we surveyed it did go through our public schools. I think we have to say our schools did not do their jobs in that regard.

What I was suggesting is that most districts are now recognizing that they have a very severe problem and that from 10 to 15 percent of the children that go to the schools are not learning and we are focusing on those at this time.

In terms of why children are not learning to read though, this is a greater problem than just the school program itself. There is a great deal of evidence that not being motivated to read by not having reading materials available at home, by not being involved in extensive kinds of motivational programs that would excite them, is part of the reason why children do not learn to read.

Of course there are those children that have medical problems, and unless those are corrected, they do not read.

Another area that we are concerned about in Right to Read is teacher preparation, because unless teachers know how to teach reading, unless we work with teacher training institutions to be sure that the teachers that come out of our institutions are prepared teachers, and understand how to teach children and reading, we are not going to solve the problem.

I am not suggesting that we have the problem solved. I am saying there is a recognition now that we do have a problem and we must correct it at the local and State level. It is solvable.

Senator DOMINICK. In your judgment, what steps should the Commissioner take to improve coordination of reading programs within all of the bureaus and divisions of the Office of Education?

Ms. HOLLOWAY. Last year we engaged in a cross-bureau coordination process, where Right to Read worked with 9 bureaus, some 21 programs, in the Office of Education that have to do with reading, and what we did was develop joint agreements on activities that they would engage in. We do have the action steps that each one of those particular programs would engage in in order to improve reading as they administered their particular programs.

Now, in terms of what the Commissioner might do to improve this, we are discussing with him some procedures that would enumerate changes in the way we work with them. An example might be to take a look at all of the guidelines, all of the regulations that we publish in the Office of Education, to see whether or not we are emphasizing reading to the degree that we can.

We are asking that he look at some of the needs assessment instruments, program planning instruments, and some of the effective programs that now work in reading and develop better ways of disseminating those programs and practices into other situations that are not working. Those are some of the situations we are having dialog with him about now.

Senator DOMINICK. I will ask you a very embarrassing question. If you had your choice, how much money would you spend fruitfully in a year?

Ms. HOLLOWAY. I don't have any choices——

Senator DOMINICK. I know. But if you did, how much money could you spend in a year?

Ms. HOLLOWAY. How much could we spend?

Senator DOMINICK. How much could you spend productively, where you think it would do some good?

Ms. HOLLOWAY. Well, that is a difficult question. It is not really embarrassing; it is just difficult. I think I would have to say since right to read is a national effort, rather than a categorical program, that we would like to stress working with all of the existing programs, in addition to those programs that we have out on the curring edge in reading, so I really am not able to give a specific figure.

Senator DOMINICK. You could spend more than $12 million, I would presume?

Ms. HOLLOWAY. I am positive we could.

Senator DOMINICK. Would you put that in newly trained teachers, I am just talking about reading now, or would you put it in new techniques for older teachers, or would you put it largely through the State board of education and then rely on them to go through this?

Ms. HOLLOWAY. In the three areas where there is a very great need, one would have top priority, and that is in-service education of existing people in the schools.

The classroom teacher really holds the key to what we are all about in Right to Read. We would like to see improved standard development, as we call it, or improved on the job training of those teachers, so they in fact would really understand how to teach reading to children from a wide variety of backgrounds. That would be one major area where we would focus.

The other would be with State education agencies, because we can get a great deal of mileage out of putting moneys in States and having them, as they properly should, deliver better services to local school districts. Those would be two primary areas where we would put our resources. They would have the multiplier effect. The third area would be with school administrators, assisting them in improving skills as the leader and instructional leader of the school. Finally, Right to Read would work with teacher-education institutions in better preparing our new teachers.

Senator DOMINICK. Many States have practically no requirements for the training of teachers for reading prior to their certification. What do you think should be done on that?

Ms. HOLLOWAY. Well, we do feel that the training of teachers for certification is inadequate. I suppose it is best to give my personal opinion on this, since we do not have an officewide policy, and that is we know that half of the elementary school teachers, for example, that come out of teacher training institutions do not have adequate training in reading. It is a real problem. I would have to suggest that teachers need, and States would have to develop the requirements for this, at least two courses in the teaching of reading, as they prepare to be teachers. The courses should deal with a variety of approaches to teaching reading as well as techniques for how teachers can diagnose the needs of children.

Additionally, how we relate to children who speak something other than English as their mother tongue, that is a very real problem in our schools, and we need much more preparation in terms of teachers, in terms of how we deal with and utilize the fact that a child comes to school with, say, Spanish as the other tongue.

Senator DOMINICK. I assume you are urging this when you are dealing with the State boards of education?

Ms. HOLLOWAY. Yes. We are also urging it in our newly developed demonstration programs that are proposed for teacher training institutions. One would relate to the certification itself, and we are concerned about that, as we work with those 31 States, but we also want to establish a new demonstration program for teacher training institutions, which prepare new teachers, as well as provide help to school districts for the existing personnel.

Senator DOMINICK. One more question. How many people do you have in your Right to Read program?

Ms. HOLLOWAY. In the Office of Education, we have 22 people, professional and clerical. So it becomes necessary to get others—State and university people—to assist us.

Senator DOMINICK. Thank you. I yield to Senator Beall.

Senator BEALL. Thank you. Dr. Holloway, it is good to see you again. We thank you for coming before the committee to share your experiences and your expertise on this very important subject matter.

In line with what Senator Dominick was saying, you have 22 people involved in the Right to Read program. How many people would you say are around the country involved in right to read programs?

Ms. HOLLOWAY. Let me talk from two levels. One, the sort of administrative technical assistant level, and the 22 people that I mentioned were in the Right to Read office. Throughout the Office of Education there are, I would not be able to indicate how many, but there are a number of people who work in their particular programs as it relates to reading.

Right to Read has established a procedure of providing technical assistance to local school districts and to State agencies to help them improve their reading. We have some 47 part-time and full-time experts in the area of reading and in educational planning; and they work as sort of extensions of us in the field.

In terms of local project directors, we have 106 Right to Read project directors in demonstration programs, and 74 in community-based or adult programs. There are different levels of people who work.

Senator BEALL. How many demonstration programs do you have?

Ms. HOLLOWAY. We have 106 demonstration programs in 49 States that relate to elementary and secondary. We have 74 demonstration programs that are in prisons and other correctional institutions and that are in community centers that relate to the adult population.

Senator **Beall**. You said a minute ago in response to a question from Senator Dominick that the retraining of teachers already in the schools was an important part of the problem, as we can concede that we do have a national problem with regard to reading.

The bill that Senator Dominick and I have sponsored suggests the development of reading courses for showing over television. This would appear to be an expeditious way of getting courses to our present teachers. Do you have any comments on this proposal? Do you think this is a worthwhile suggestion? Is television a viable way of retraining teachers?

Ms. **Holloway**. Yes. We have had limited experience in this endeavor vor, in that some of our demonstration programs do indeed use television for the training of teachers, both in the demonstration program and districtwide. What we are sort of waiting for now is some evaluation of that process; in other words, were they able to make greater distance utilizing this approach to staff development, as opposed to more traditional use of doing it?

We certainly concur that inservice is very important.

Senator **Beall**. In the bill we have introduced, we used the definition for reading teachers, reading specialists, that has been used by—let me get the name right—the International Reading Association. Do you believe that the definition requirements that they use are sensible, and is this the kind of requirement that we should encourage the States to adopt?

Ms. **Holloway**. I am a member of the International Reading Association, and we, too, utilize that definition of reading specialist and reading teacher. I have to say, Senator, that one of our concerns is whether or not we need to provide reading specialists in all of the classrooms throughout the country. One of the things we are concerned about is that the regular classroom teacher improve his or her skills in the teaching of reading, and we see the reading specialists that we now have as helping us in that process.

They are more highly trained and should be involved in helping other teachers develop those skills, as opposed to necessarily using those skills in actually teaching children themselves, although that does occur to some extent. But we do concur with the definitions.

Senator **Beall**. Well, I agree that the main emphasis should be on the classroom teacher. It seems to me also we use specialists in all other sorts of special endeavors, and I think we talked about this a little bit yesterday in the hearings, that we are thinking of the double dose treatment, where the specialist provides instruction in reading in addition to, and not as a substitute for the regular classroom teacher. Further, the reading specialist is viewed as a leader and resource person in the school for reading.

I happen to feel that we do not have enough reading specialists across the country and that we need some more. I happen to believe that we should move to make all early elementary teachers qualified reading teachers.

Also, it seems to me, that as in medicine, we have been dealing with treating the disease, rather than preventing the disease. As a general rule, we have employed the specialist in a remedial role. S. 1318 would employ them also on a preventive basis, so that we may prevent difficulties from occurring.

In other words, S. 1318 seeks to attack positively the problem by trying to prevent children from developing the kind of reading problem that adult populations have today.

Ms. HOLLOWAY. We certainly concur with that policy, Senator. In working with the State departments of education, we ask them to stress prevention, rather than corrective. We know if many of the problems can be solved in the early years, or if we could prevent reading difficulties from occurring, we would not only save economically, but we also would save in terms of all the problems that children face when they cannot read.

To that extent we really agree with that posture.

Senator BEALL. Thank you. The Office of Education administers the Educational Professional Development Act?

Ms. HOLLOWAY. That is correct.

Senator BEALL. You may not have the figures today, but if you do, we would appreciate having them; if you do not, would you supply for the record the amount and percentage of funds that are used to improve professional qualifications of regular elementary teachers and reading specialists?

Ms. HOLLOWAY. I do not have that today but would be pleased to put it in.

Senator BEALL. We tried to get this information from the Library of Congress, and they said they were not able to secure the information, so we would appreciate any information you have.

Ms. HOLLOWAY. You want the amount of resources spent under the Education Professional Development Act for the training of teachers in the area of reading?

Senator BEALL. Yes.

Ms. HOLLOWAY. We would be pleased to provide that.

Senator BEALL. Thank you. That is all, Mr. Chairman.

[The information referred to and subsequently supplied follows:]

Achievement Test Restandardization for Evaluation of the Emergency School Aid Act

Michael J. Wargo, Ph.D
ESAA Evaluation
Project Officer

In conjunction with the legislatively required (P.L. 92-318, Section 713) national evaluation of the Emergency School Aid Act's (ESAA) programs and projects, the U.S. Office of Education has recently completed administration of an unmodified, commerically available, standardized reading and mathematics achievement battery[1] to a randomly selected sample of 30 majority and minority[2] group children in each of grades 3, 4 and 5 in 100 minority-isolated schools[3] located in a nationally representative sample of 65 ESAA-eligible districts. The primary objective of that activity was to restandardize an existing achievement battery for the population of children attending schools defined as minority isolated by the Act (i.e., schools with minority group populations ranging from 51-100% of their entire enrollment). A secondary objective was to identify test items that were biased against minority group members and eliminate them from the test scoring system for both minority and majority group members. The restandardized achievement test battery will be the primary instrument used in national evaluation of the ESAA program during the next two or three years.

The restandardization activity and associated data analysis will result in several products; namely: (1) a nation-wide needs assessment of children in minority-isolated schools, (2) a reading and mathematics achievement battery specifically designed to assess minority and majority group children enrolled in minority isolated schools, (3) a battery of tests significantly less biased against minority isolated schools and children (majority and minority group) in such schools, and (4) a set of test norms for minority isolated schools and children in those schools (majority and minority group) which will be used in conjunction with existing national norms to determine the relative effectiveness of ESAA programs during the next few years. In short, the restandardized battery will be the most sensitive, valid and least discriminatory and biased instrument available for assessing both minority- and majority-group children enrolled in ESAA funded schools.

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[1] The Achievement Battery selected by a panel of test specialists and approved by the Office of Education is the California Achievement Test, Reading and Mathematics, Forms A and B, Levels 2 and 3.

[2] Section 720(9)(A) of the Act states: "The term 'minority group' refers to (1) persons who are Negro, American Indian, Spanish-surnamed American, Portuguese, Oriental, Alaskan natives, and Hawaiian natives and (ii) (except for the purposes of Section 705), as determined by the Assistant Secretary, persons who are from environments in which a dominant language is other than English and who, as a result of language barriers and cultural differences, do not have an equal educational opportunity, and (B) the term 'Spanish-surnamed American' includes persons of Mexican, Puerto Rican, Cuban, or Spanish origin or ancestry."

[3] Section 720(10) of the Act states: "The terms 'minority group isolated school' and 'minority group isolation' in reference to a school mean a school and condition, respectively, in which minority group children constitute more than 50 per centum of the enrollment of a school."

As part of the National evaluation the restandardized battery will be administered biannually to a nationally representative sample of approximately 31,000 minority and majority group children enrolled in 195 schools in 90 ESAA funded districts. In addition to the achievement test battery, questionnaires will be administered to and interviews will be conducted with students and personnel at all levels of the educational community. The primary objectives of the evaluation include: (1) determining the overall National impact of ESAA in terms of reduction in minority group isolation, race relations, and student achievement; (2) determining the relative effectiveness of three types of educational intervention--desegregation, compensatory education, and their combination--as compared to no special intervention in minority isolated schools; and, (3) identifying, documenting and disseminating information relative to unusually successful local programs for intra- and interdistrict replication.

In reporting the results of the evaluation each school's and student's (majority and minority) performance will be reported in several ways to facilitate interpretation of the evaluation results. First, performance will be scored by the battery's original scoring system and compared to the existing national norms for the nation as a whole. Then, the same performance will be scored with the new less biased scoring system and compared to both National norms and the restandardization norms for minority isolated schools. Each student, regardless of majority or minority group membership, will be administered the same unaltered achievement battery that was administered during the restandardization (California Achievement Test, Reading and Mathematics, Forms A or B, Levels 2 or 3), however, the battery will be scored with both the original and the less biased scoring system and performance will be compared to existing National norms for the nation as a whole and to norms developed during restandardization for minority isolated schools.

The major reason for developing a new less biased scoring system during test restandardization was to ensure that the instrument selected for program evaluation is the least discriminatory instrument currently available to assess both majority and minority group children located in ESAA-funded schools. The developed scoring system which is less biased against minority group members will be used to assess the performance of both majority and minority group members in the evaluation sample. In other words, exactly the same test battery, exactly the same number of test items, exactly the same test items, test administration procedures, scoring systems and norms will be used for both majority and minority group students.

The norms for minority isolated schools and children in those schools developed on the basis of the restandardization will be used in conjunction with existing National norms to assess the effectiveness of ESAA. The supplemental minority isolated schools norms were developed to provide the Administration, Congress and the educational community with additional information with which to gauge the initial effectiveness of the ESAA program. Such information is necessary because of the general lack of agreement as to what constitutes a "successful" program. In terms of ultimate standards for success there is little disagreement that children in a successful program should be achieving at grade level. The problem arises in regard to interim goals for new programs intended to improve the achievement of children considerably behind grade level.

One position is that newly implemented programs designed to improve achievement of students with profound achievement gaps cannot be expected to improve immediately the achievement of participating children to the point that they achieve--on the basis of test results--one year for each year of program participation. Rather, at least initially, if participating children make greater achievement gains than they had prior to program exposure, then the program should be considered initially successful. Nevertheless, the ultimate goal is to bring participating children to grade level.

The other position is that a program cannot be considered a success unless participants' achievement gains are at least one grade level during the course of the academic year. In essence this position states that a program is successful only if participants demonstrate or exceed achievement gains of one-month for each month of program exposure whereas the first position claims that as an interim goal gains greater than approximately 2/3 of a month for each month of program exposure--the so-called but undocumented disadvantaged norm--should be considered successful at least during initial program implementation.

Norms developed during the restandardization will not settle the success criterion issue. Nevertheless, the development of supplementary norms was an important activity designed to provide both points of view with the information they desire and need to fairly evaluate the initial effectiveness of ESAA projects. Regardless of the initial success criteria accepted by any individual or group, the ultimate success criterion accepted by all groups is achievement at grade level on the basis of norms for the nation as a whole--the very same ultimate criterion by which the ESAA program will be judged.

The Office of Education regrets that we are unable to isolate the amount spent under the Education Professions Development Act to improve the qualifications of regular elementary teachers in the reading field or to train reading specialists. Therefore, we are unable to provide the requested statistics.

Senator **Eagleton**. I have an article here before me that was printed in the New York Times recently, within the last few days, dateline San Francisco, AP.

It says that Peter W. Doe, an 18-year-old boy from a middle-class family, filed a million-dollar lawsuit against the public school system. He had never been disciplined at school. He showed up every day. He got his high school diploma on time. It turns out that with the high school diploma, he had a fifth grade reading skill. He tried to get a job selling clothes, but could not fill out the job application, because he could not read it and could not fill out the credit slips and what-have-you.

They then called you, the press apparently did, and it says that Dr. Ruth Love Holloway, Director of the U.S. Office of Education Right to Read program, estimated recently that 40 to 50 percent of the pupils in the larger cities have reading problems.

You said in response to Senator Dominick, I think, that 10 to 15 percent nationwide have reading problems. Are those the best estimate figures that you have; is it 10 to 15 percent nationwide, with 40 to 50 percent in the large cities?

Ms. **Holloway**. Yes, in the large inner cities, that is correct. That is based upon the Harris survey and other information that we have in the Office of Education.

Senator **Dominick**. Would that mean that the rural schools are better than the big city schools?

Ms. **Holloway**. I am not in a position to say that.

Senator **Eagleton**. It would be almost an inevitable conclusion, would it not, insofar as reading is concerned. If 40 to 50 percent have serious reading deficiencies out of the city schools, and nationwide the average is 10 to 15 percent, it would seem it would have to follow.

Ms. **Holloway**. That conclusion could be drawn, but I would hesitate to say without looking at the date further.

Senator **Eagleton**. In all, 19 million Americans over the age of 16 are not unlike Peter, they are unable to comprehend a job application and cannot fill out a driver's license form and cannot read the driver's license bulletin and cannot read a bank loan questionnaire. We are talking here about more than the specifics of two bills that are pending before the committee, important as each of the authors think the bill is—we are really talking about something of gigantic national importance, are we not?

Ms. **Holloway**. Yes.

Senator **Eagleton**. The severity of it is readily apparent from the statistics your office has and from cases such as Peter Doe. What can we do, the Federal Government, what should we do, either way, with respect to school systems that see fit to let a Peter Doe matriculate through the system, apparently a nice boy, never was disciplined according to this article, and showed up at school on time, and give the boy a diploma, a high school diploma, with a fifth grade reading talent?

Is there any way we can see that somewhere down the line that hopefully that does not occur again?

Ms. **Holloway**. Of course there are no simple answers to your question, Senator. One of the reasons that Right to Read has always been stressed as a national effort is because we believe that the private sector as well as the established agencies of Government ought to be involved in solving this problem. It really is not just a school problem, although we do have the major responsibility for education.

One of the thrusts that we have tried in the Right to Read effort is to look at all the resources that now go into reading and find out how they are expended to see if we can improve the way they are expended. I am not suggesting they are not expended wisely. But I am saying that the moneys now spent on reading must be spent to insure that the John Does do not leave high school with a fifth grade high school education.

Fundamental to Right to Read is the belief that most children can learn to read. If they are not learning to read, then there is something we are not doing, and we are prepared in the effort to look at various factors, like the teacher, and I have already stated my position on that, the home, the parents. We want to get them involved, in helping their children before they go to school and helping them as they go through school. With the concentration of all of these resources; together we think we can make a thrust.

Additionally, in the private sector, for example, Right to Read works with business and industry. We have a meeting scheduled for October where we are going to meet with the presidents of major corporations, to see how they can help us both with school populations and out of school populations to solve this problem. It is everyone's problem, not just a school problem.

Senator EAGLETON. What do we do in the inner city? You stated it is not just the school's responsibility, although you say a major or lion's share of the responsibility rests with the schools in terms of education. What do you do in inner city education where parents of the children have serious reading deficiencies perhaps themselves, thus it is reposed 100 percent on the schools? What kind of special emphasis should we encourage and/or mandate for inner city schools with respect to reading?

Ms. HOLLOWAY. One of the things we are trying to do with the 21 largest districts in the country, is work with superintendents to identify effective programs that are working in the inner city. Sometimes in education we do not capitalize on what is working. We are looking at the most effective programs in the inner city and listing why they are effective and so on.

We have, as I indicated, 21 such models for this. The school superintendents tell us that it is really working, because you are capitalizing on what is going on and having peers work with peers. There is joint staff development where teachers get together and have an opportunity to observe the most effective teachers in the inner city.

There is work on how you reach parents and get them involved in the school program. There is other work on what kinds of reading materials can be developed and utilized to help children read. These are called impact sites in Right to Read, and they are having an enormous effect. We are asking those superintendents to become Right to Read superintendents. That is, to provide the right to read to everybody in that district by utilizing this one particular approach.

Further, we are asking those superintendents to look at the resources that come into that district and to see how much of that money is spent on reading, and whether or not those programs that they are funding or that they receive funding for are having an impact—is it having an impact?

One of our large cities that I would mention as an example, I think you are going to have someone give testimony on this, is Baltimore. The complete city is not a Right to Read district, where the superintendent has chosen to utilize not only the impact strategy of Right to Read, but a variety of other strategies to focus on reading districtwide. Every teacher will become a teacher of reading, from elementary through the other grades.

Senator **EAGLETON**. Dr. Holloway, I want to get to questions 4, 5, and 6 on page 2 of my letter. I understand Senator Dominick basically asked questions 4 and 5, and you can respond to question 6.

My final question would be on this. I understand you have been participating in some conferences on reading problems around the world, including in Europe and Africa.

I am interested in anything you can tell us about what you have learned in those visits, specifically with respect to what you learned in London, with respect to what the British are doing. Is there something we can borrow from them in your judgment?

Ms. **HOLLOWAY**. I did have some very interesting experiences overseas this summer. I was asked to speak in Nairobi, Kenya, to the World Congress on Education and talk about the right to read. As a result of that, Right to Read has been deluged with requests to have Right to Read all over.

I was especially interested in England because it is an English-speaking population. One of the things that Lady Plowden, who is a prominent figure in education there, is doing is quite interesting. She is utilizing national television to focus on the adult illiterate, which is one of the things that Right to Read plans do, and we never communicated about it. She is developing a way to reach the adults in their homes and on their jobs and is asking for time on jobs for the adult who is a functional illiterate to learn to read.

Now we had not thought about that in our particular proposal, but it is an interesting idea. In terms of elementary schools, the British stress reading at the very early levels. It is a major emphasis in most of the schools there.

A third thing is quite interesting, and they have asked us to come in November, which we are not able to do, and that is to look at the teacher training or inservice education in terms of what you do with the influx of population. England, as you know, is now receiving immigrants from a variety of countries, and they are concerned about what you do with populations that are foreign to the country.

They would like some help from us in that particular area. But I think they are stressing some of the same things we are stressing.

Of course England has a more decentralized system, where each individual school develops its policy, and the headmaster of the school has the authority for the educational policy. They are also attacking teacher preparation institutions, and there is a very controversial study out in England which wants to mandate certain kinds of courses for teacher trainining candidates to take before they become teachers in the schools.

But I think in terms of the adults we have the most to learn because they are proposing to reach the adults wherever they are, not just in the traditional classes, on the job, at home, and in a variety of places, and that was one of the new ideas I picked up from them.

Senator **Eagleton**. It is true that in the British educational system there is a far greater reference and a far greater intensity insofar as the English language is concerned, reading, comprehension, the whole gamut of language communication, than is true in the American system.

Ms. **Holloway**. That is correct.

Senator **Eagleton**. It is inculcated at a much earlier age than we seem to do it?

Ms. **Holloway**. Yes. There is also emphasis—I do not know whether it is spoken or part of the culture, that the home plays a very significant role in preparing the children for school. It seems to be part of the culture, that parents will spend a certain amount of time with their children, reading to them, listening to them and that sort of thing, although we do it as well, but it seems to be a more formal part of the family structure in England.

Senator **Eagleton**. Did you compile some kind of report or study on your trip?

Ms. **Holloway**. Yes. I did prepare a report for the Commissioner.

Senator **Eagleton**. Can we have a copy of the report for our hearing record?

Ms. **Holloway**. Yes.

Senator **Eagleton**. We would like to have it. I have no further questions.

[The information referred to and subsequently supplied follows:]

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

TO : Dr. John Ottina
Commissioner of Education

DATE: September 1, 1973

FROM : Ruth Love Holloway
Director, Right to Read Program

SUBJECT: Report on Kenya/England Trip

It was indeed a privilege to have the opportunity to participate in the World Congress on Education in Nairobi, Kenya and the United Kingdom Reading Association Study Convention in Sheffield, England. I am, therefore, pleased to report on each of the conferences.

World Congress, Nairobi, Kenya

My role in this particular conference was to provide an overview of the total Right to Read Effort with heavy emphasis upon strategies and approaches to altering the reading process within the school as well as work with adults. It is essentially the overview of Right to Read which is given throughout the United States. Responses to the speech was somewhat overwhelming in that some of the concepts which were mentioned seemed new to many of the representatives of the 56 Nations throughout the world. While there was not time for immediate reaction to the presentation, their concerns and interest in the topic of reading and literacy was so great that spontaneous seminars were set up for interested individuals to further explore some of the areas of concern.

The following areas of interest were indicated:

1. Education Priority: Education as a priority was a major concern in their particular country and many of the developing countries indicated an intense concern regarding the politicalization of education. There was much discussion on the role of teacher's unions versus professional organizations. There also seemed to be a great deal of interest in management versus labor.

2. Class Size: Class size was a prevailing concern and in many of the countries the elementary schools class size averages 75. Part of the problem relates to the lack of teachers as well as lack of space. Of course, most of the countries have a more centralized or nationalized educational system. Such changes as reduction in class size can only be made with the approval, permission and funds from the national government.

3. Peer teachings: In many countries the concept of children helping each other in the learning process was one which

was intriguing but certainly foreign. Many of the countries have a more formalized educational structure in which the teacher provide information directly to the students and dialogue between the students is not appropriate. However, in exploring the whole idea of working with large classes, many were very interested in how older youngsters could be of assistance to younger ones. There was a great deal of discussion in this regard, and I cited many projects which operate in this country and gave them a variety of models which they might wish to modify and implement. Additionally, I have sent materials as a follow-up.

4. Parental Involvement: Here again in many of the developing countries parents are not involved in the school except on boards of education or parent-teacher associations. Although in one area of Kenya there was some interest in community school concept, this was not a prevailing interest or opinion in most of the countries. However, there was a great deal of interest in how parents might help in the schools and, here again, we shared a variety of ways in which parents assist in the American education programs.

5. Use of volunteers: Because the need for manpower is so great, many representatives were interested in the variety of ways that volunteers were used as tutors, teacher aides, teacher helpers, etc. Some discussion took place in terms of utilizing the wives of many of the foreign diplomats in various countries to assist them. It was pointed out that because many of the developing countries find it necessary for women to work, it would not be possible to utilize most of the indigenous parents and community representatives in the school as volunteers.

6. Relevant curriculum: Lengthy discussions took place regarding this particular area, and especially in terms of American textbooks which are apparently shared in many of the countries. There is great resistence to the utilization of "Dick and Jane" and there exist an obvious need to have available materials which relate to the indigenous cultures. I spent considerable time discussing ways in which teachers could be utilized as preparers of childrens materials. We talked at great length about utilizing childrens work itself in teaching reading and language arts. Participants were extremely interested in this area because they could see the value in bringing in the local culture, especially in the tribal areas. Their other concern about published textbooks was indicated in terms of the lack of economic feasibility because the volume

of materials would not warrant publishers to become involved in this activity. However, the point was made repeatedly that the United States might send monies and a system of development of their own materials as opposed to sending U.S. curriculum materials which do not relate to the culture or heritage of the individual countries.

7. Individualized instruction: Here again, this concept, except in the European countries, was not a prevailing one, but there was a great deal of interest in techniques for diagnosing the needs of children. The participants were especially interested in informal ways of analyzing the levels of achievement and performance of individual children.

8. Testing: Much concern centered around use of standardized test instruments, especially those from Europe and the U.S.A. Here again, there was a strong feeling that instruments should be tailored to local cultures rather than foreign ones.

Areas of Concern

There were several primary areas of concern which seems to me are important for individuals who relate to foreign aid programs:

1) As mentioned earlier, there was great concern over the use of American textbooks and a desire for technical assistance in developing indigenous materials.

2) An additional concern related to the training of Peace Corps volunteers in teaching reading and other literacy skills. There seemed to have been a feeling in some countries that Peace Corpsmen could be more helpful if they were prepared to work toward the elimination of illiteracy with adult populations in the various villages. There was also interest in having Peace Corps work in the technical fields within the secondary schools and community colleges. There was a specific request made to Right to Read to endeavor to work with Peace Corps volunteers in utilizing some of the materials available for the improvement of reading.

3) A third concern related to the expressed need to share materials in the area of education on an international basis. Many of the countries felt that some of their ideas could be both helpful, especially the European countries and certainly a large majority of the countries felt that the U.S.A. can be most helpful to them. One of their concerns related to the limited exposure directly to program people who could be of assistance to them. There was high compliment in this regard for the exchange teacher programs.

Interesting Concepts

You will be interested to know that several ideas struck me as being concepts which we in the U.S.A. might well review:

1. Bilingual and Trilingual instruction: In a number of villages, especially in Africa, it was indicated that due to tribal language and English as the national language, it was necessary to have bilingual instruction. In some instances where Swahili is also a national language, unofficially, it was necessary to have trilingual instruction. There is not the great concern about this that we sometimes face in this country, it is just an area of need which has been addressed. I inquired about the ability of teachers to speak the various languages and they indicated that in those particular situations, people were selected from particular villages and trained as teachers. Fluency in the language is considered very important, but most of the people in East Africa, for example, speak both tribal language, Swahili and English. In many of the other countries where English is becoming the dominant language, bilingual instruction is taken as a fact of life. It is spoken both at home and at school.

2. Preschool education: Inquiring as to their child care or children centers, I was interested in how these were established initially in many of the developing countries. It was pointed out that these centers or preschools emerged because it was essential for the mothers to work. Children needed some place where they could be cared for during the work day. Preschools came into being as an obvious need, and there was not a great deal of controversy regarding them. While these are not completely widespread, it is very interesting to note how preschool was not a movement, but rather a fundamental need for the progress of the country.

3. Reading achievement in school: Apparently the problem of going through the public schools without learning to read is not a real one in many of the developing countries. I tried to ascertain the reason for this. I found that reading is considered so fundamental and basic that it seldom occurs that children do learn to read. They are expected to read regardless of socio-economic backgrounds. The other may relate to the fact that there is not mass education and perhaps many of the children who are in school are highly motivated because it is a privilege rather than a right to have an education. It is an interesting concept, however, in view of the fact that millions of children in the public schools in our country

go through both elementary and secondary school underachieving in the area of reading. In too many instances the problems are intensified the longer children remain in school.

Sheffield, England

The United Kingdom Reading Association holds an annual conference that is international in scope. It is represented by reading specialists, administrators, classroom teachers and university professors in the area of reading. I found the conference extremely interesting in that they were exploring many of the same problems that we in the U.S.A. are concerned with; namely, the preparation of teachers in training colleges, inservice education for experienced teachers, the number of courses taken by teaching candidates, motivating children to read, and educating adult illiterates. Attached is the formal presentation which I spoke from, although there was a great deal of adlibbing in the speech. I found that the conferees were exceptionally interested in Right to Read. (standing ovation) They have asked for a formal communication system whereby the United Kingdom might utilize Right to Read materials as they embark upon a program initiated by Lady Plowden to eliminate illiteracy.

While there was not much opportunity for dialogue, I did pick up several things which might be of interest to us. In England, there is a great deal of interest on the adult illiterates because of the new project with Lady Plowden. I was interested especially in their outreach to the adults in terms of materials that would help prepare them for the world of work. Various kinds of curriculum materials are being developed and utilized. I was also interested in The Open University and think it important to explore further. As you know, this concept is designed to provide college education to individuals via television. A network of tutors are available to reinforce the work on television. It is a most exciting and intriguing idea. I am hoping to utilize some of the concepts from The Open University in Right to Read's Adult Literacy TV Program, if we are able to get it off the ground. (Materials are available.)

The British are experiencing the educational problems which relate to an influx of imigrants from West Indies, Africa and other countries. They are concerned with cultural pluralism and how children can fit into the mainstream of the schools. They, therefore, asked a number of questions about multicultural books and materials. As you know, in England there is a great deal of emphasis on reading in the primary grades, and it is stressed at that level to insure that children learn to read. Reading is part of the total curriculum in many schools at the primary level. Because education is decentralized in England, the headmasters have the responsibility for developing the overall program.

Both of these experiences provided a tremendous opportunity for other countries to learn more about our country's efforts toward total literacy and to exchange ideas of mutual interest.

Recommendations

- The State Department explore the idea of providing technical assistance to Education ministries in developing countries. Such technical assistance could best be offered by persons who are involved in elementary, secondary and technical education. The Office of Education might bring this concept to the attention of the State Department.

- OE's Division of International Education services is needed to coordinate technical assistance and information from existing Federal and State programs. The European as well as developing countries, were eager for dialogue and communication from program people at the national level.

- The Office of Education send a team to study and analyze approaches to total literacy in nations which have successfully embarked upon or accomplished the arduous mission. Such countries as Israel, Russia, China, Sweden, Ghana, etc. have approached the elimination of illiteracy with much tenacity. The U.S.A. could profit from knowledge, their overall strategies, as well as teaching techniques. Additionally, such seeking out by the U.S.A. could win some international friends in the education community.

- The Higher Education Deputyship would find the Open University concept in England interesting and helpful as we endeavor to provide more opportunities to broader populations.

- The Commissioner of Education communicate with the Director of Peace Corps regarding possible ways of utilizing more corpsmen for literacy and technical work abroad. Some kind of linkage between OE and Peace Corps would seem desirable since much of Peace Corps' activities relate to or are directly involved in education.

- In view of the number of requests for speeches, technical assistance from foreign countries to Right to Read, the office might well establish a speaker's bureau for overseas. Such a unit could be composed of a cadre of existing staff to speak to appropriate groups explaining Right to Read concepts and strategies. It may be that OE and the State Department could cooperate on this venture.

SPEECH TO BE PRESENTED TO THE SUMMER STUDY CONFERENCE OF THE UNITED KINGDOM READING ASSOCIATION

at Sheffield, England
August 3, 1973

by Dr. Ruth Love Holloway

Colleagues and friends in the United Kingdom Reading Association--

I should like first of all to extend my warmest greetings to all of you. It is always a pleasure to return to England, where I spent so many happy and productive days. . . .

On this occasion I am speaking to you out of my experience of two years as Director of a national program of the United States Office of Education that is focused on the huge task of eradicating illiteracy in the U.S. by 1980. We are trying to rescue our 18 to 25 million functional illiterates -- the people left behind in the shadow world of non-communication.

I think the scope of our problem may be more clear to you today than it might have been a few years ago. Until fairly recently you have had a homogeneous population holding the same cultural memories, by and large. Change came about slowly, but now the problems - as well as the gifts - of diversity are being borne in upon you as they were upon us when our great tide of immigration set in several generations ago. Since we share the same basic culture, we have the same problems -- except that our numbers are more overwhelming.

And both American and English cultures face the same hazards that militate against holding the attention of the young. . . the compulsions of television, the enticements of drugs, the faster pace of a technological society, great affluence on the one hand and the pressures of poverty on the other.

The name of the rescue program I direct is called the RIGHT TO READ.

It occurred to me during my flight from Washington that the right to read--the right to literacy--falls into the same category of human rights as those embodied in the first 10 amendments to our country's Constitution, collectively known as the Bill of Rights. Yet not one of these 10 amendments would mean anything to the citizen who can't read them.

Let me read you the transcript of a tape that was sent to our office in Washington. I think it will poignantly demonstrate my meaning:

> "I live in Atchison, Kansas. I was watching TV, and I saw your advertisement on the Right to Read. I know this way of personally sending a tape is unusual, but I felt I could betten express my feelings and say more by sending it, so I hope you will accept it.

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> I have this problem of reading and writing. I have worked for the ___________ Manufacturing Company for 20 years. I quit this job to travel with a Gospel group because it was something I really wanted to do, and now I find I cannot do this.
>
> I was in the National Guard for 9 years. I was a drill sergeant. How I got by I will never know, but I did. No one knows I have this trouble. Not even my family or my wife know my problem. I have been married for 21 years, and my wife does not know it.
>
> I can read a little. I read the Bible, although some of the bigger words I do not know, and I read the newspaper. But it isn't enough to do what I want to do. So I saw your ad and thought you could help me.
>
> It is very embarassing when someone asks you to read and you have to squirm out of it. I have done this, and I don't know whether they suspicion this or not . . . so I hope you can help me.

The Right To Read program unfortunately has not yet been established in this man's home area, but he was referred to an Adult Basic Education program in his local school district.

The Kansan said he could read a little, but "it isn't enough to do what I want to do." And this is a man in middle life who had managed to earn a living in spite of his handicap. In a sense he was lucky for in the next few years functional illiterates like this man will not find it easy to make a living. Only 5 percent of the nation's labor force is needed now for the unskilled jobs of our technological society, and that percentage is decreasing rapidly.

In view of what I have just reported, it seems obvious that we must place the full strength of the American education system behind the effort to teach and encourage reading at every level. We must stop thinking merely of the seven million children in our schools who are having difficulty with learning to read. We must stop dwelling on grade levels and the expectation of failure, and concentrate instead on all the ways in which we can dramatize reading for what it is . . . . the open gate through which everyone starts toward his own goal.

THE STRAIN ON EDUCATION . . . .

In the past few years education in the United States has been under a continued state of siege. Everyone who ever attended college has felt impelled to voice criticism of "the system"— and this in a period when more innovation was introduced into schools, more young people entered teaching or teacher training and more Federal funds were allocated to education than ever before in our history. As just one instance of this massive Federal support, the government developed a half-dozen ways to assist families in financing a college education. As a result, from 1961 to 1971 approximately 60 percent of those young people graduated from high school went on to college, although half of them did not complete the four years. And during the '60s 60 percent more men and 56 percent more women were graduated from high school than in the preceding decade.

Yet, in spite of the raising of all educational sights during the '60s, a Survival Literacy Study completed for the National Reading Council in 1970 turned up some startling facts.

For instance, one test of reading ability was the ability to comprehend application forms for five such common needs as a personal bank loan or a Social Security card. Twenty-six percent of those in the sample who had some college education failed to understand more than 10 percent of the fifth form, which was an application for Medicaid. There was a one to 8 percent illiteracy range in this group. The illiteracy range among those who had only completed high school was one to 12 percent.

ENTER RIGHT TO READ

It is hard to explain why a young person capable of entering college cannot read well enough to fill out an application, or why high school graduates can go through 10 to 12 years of schooling and leave as functional illiterates.

Right To Read is not attempting to explain these things. Rather, it is putting its energies into finding dedicated people to round up and utilize every technique that can make us a nation of readers.

Since, on a national average, three out of every 10 American children are reading below their expected levels and capabilities, we believe that there must be multiple causes for this inability. To counter these, we think there should be many-sided approaches and solutions.

In developing the 244 Right To Read projects across the country, we first had to research the best programs, those that seemed to be working. After we identified the best methods, we developed reading kits for our centers, each one of which describes a separate program in a multi-media format.

One kit tells, for instance, how a "language experience" approach to reading operates. It explains how teachers are trained in the techniques needed, how youngsters are motivated, how parents are involved, how paraprofessionals are used. It also supplies information about the children who have participated in the tested program so that there is a basis for comparison with their performance level.

Teamwork is required in setting up and evaluating a Right To Read program. The classroom teacher is the key person, central to the success of any program. But she will need the services of reading specialists, psychologists, librarians, and administrators as well as teacher aids and library aids, tutors and student teachers.

The team reading specialist will help the teacher in management, in curriculum development, reading approaches, and materials, freeing her to work more directly with individual children and to plan her days.

An idea of the diversity of Right To Read projects, responsive to the demands of a big country, can be realized by a description of some of them of the 244 total, 170 are school centers, of which 21 are in large cities and have two satellite schools each, and 74 are community centers. Each center is expected to reach 500 persons in a year.

North Star Borough School District in Fairbanks, Alaska, numbers among its 8,000 pupils many Indians and Eskimos whose families move often. Their mobility and consequent lack of reading readiness have created severe problems for both high schools and elementary schools.

Through inservice teacher training to introduce methods and materials which relate to the culture of these pupils, through work with parents of pre-schoolers, and through individualized instruction, the North Star District is helping its students build a sound foundation of reading skills.

The Interstate Research Association, a bilingual research firm in Washington, D.C., investigates the needs of Spanish speaking populations throughout the country with an eye toward a possible television program on reading readiness for adults.

The National Urban Coalition is developing a pilot project to upgrade the reading skills of welfare mothers. The 30 mothers involved are helping to design the program, which will aid in basic reading skills. It is hoped that the students can be helped to determine their vocation and reinforce good reading habits in their children. Once the project is set up in one area, it will be studied closely. A resulting report will include recommendations for use of the pilot on a broader scale.

Our philosophy is that Right To Read is for everyone of every age. It is aimed at getting people off welfare, cutting down crime, and making life broader, more productive, and certainly more interesting. Adults teach children, but on the other hand children often get adults into the action.

DIAGNOSIS, MOTIVATION, EVALUATION

The program descriptions I have mentioned give you an idea of some of the problems Right To Read us trying to meet.

But regardless of instructional approach, every program that works involves first diagnosing the needs of the people involved, and then prescribing techniques to meet those individual needs.

Since motivation is so important to the success of all teaching and learning, we try to offer motivational ideas wherever we can and make a collection of new ones as they are observed.

Adults do not need to be motivated when they are pressured by necessity. In the case of children, as I am sure you know, the great thing is to try to find what interests each individual child and to get him involved with learning to read through the incentive of that interest.

Failing the development of a real interest, there is always the possibility of structuring a variety of new experiences to ignite a need to know more . . . the "more" that can only come through a book.

As for evaluation, we have put a component into each of our kits that should reflect how well the children did on standardized tests but--even more significantly - how their interests have changed, how much time they give to reading once they start getting the "feel" if it and many other factors that testify to the opening up of new worlds in print.

Actually the evaluation components should set guidelines for school personnel so that future programs can be custom-cut to the needs of the students.

RESEARCH, TECHNICAL ASSISTANCE, STAFF DEVELOPMENT

There is no dearth of research into ways of teaching reading. The problem now - as always - is to translate research into usable and attractive methods. Right To Read operates on the assumption that an important part of its mission is to discover what works and why. We have not been in existence long enough to have reached the goals of validation of all our methods . . . but that will come.

We are constantly looking for new ways to do things, and we try to combine the best we hear or read about from all over the world. In particular, we are heavily indebted to you for 20 years of English pioneering in open education, for English research and experiment as revealed in the Plowden Report, and for the contribution England has made toward greater flexibility in classrooms and in techniques.

With methods in hand, we ask the school districts we serve to accept our technical assistance. Teams of Right To Read specialists go around the country to our projects to help assure that the money we are giving to communities is being spent wisely along the lines of planning, operation, and staff development.

Right To Read is particularly interested in seeing that local staffs are developed to put programs into effect. Each project-- as you can assess from the diversity of our program examples-- has different staff needs.

Often schools in the inner city find that youngsters learn more easily and are more comfortable with teacher aides who look and talk like their sisters or mothers than they are with an "outside" teacher and her air of authority. In any case, in-service staff development can be as innovative as required by the uniqueness of the setting and situation.

Teacher aides, librarians, administrators, and specialists can be developed through on-the-job training and added to the staff as needed. A real effort is being made to obtain released time during the work day for this kind of training at all staff levels.

It has always been my deepest belief that people make the difference, far more than techniques. The warm response of a particular teacher is what has traditionally given the initial impetus to some of our best known achievers. Personal involvement and interest create initiative and more confidence in the student than any formula we can supply.

Thus, because those closest to the problems know best about what is needed, we have asked in each case that the school principal in Right To Read programming be the one to set up a task force of parents, teachers, librarians, and many others to do the program planning -- with our technical assistance as requested. We are not, however, the only ones to offer technical assistance . . . the school district and the State will be able to aid in many ways.

This local do-it-yourself sort of planning, with leadership from Right To Read, offers the opportunity for general accountability. Responsibility for the success of the program rests squarely on those who work with it.

Accountability has come to mean different things to different people. To many it means testing and evaluation; to others it means the assessment of performance in meeting objectives.

In Right To Read, accountability means responsibility -- assuming responsibility for the performance of children, and often of adults.

WHAT ABOUT ADULTS?

As I said before, adults do not need further motivation; life has seen to that. If you are embarrassed by your colleagues, put down by your children or the neighbors, that is enough to inspire you to learn how to read more and better. You may be lazy about it until that final moment when some one moment of insight brings you face to face with your inadequacy.

That is what happened to a 27-year old boiler operator in Washington, D.C. He was barely able to read and write and had to get his wife to read his bills and personal letters to him. He also had to have help in filling out job applications. But one day when he was signing something on the job, a colleague made fun of him because he wrote his name upside down, as he had all of his life.

This, from a fellow worker, was too much, the last straw. He signed up for night classes in adult education.

In reaching out to the adult population of illiterates, we can often start with the children and cure the problems of both children and parents simultaneously.

If Right To Read succeed in its goals it will do so by improving education for all. This will be a long haul. Meanwhile, I should like to leave with you Right To Read's five basic principles:

With the exception of one percent of the population considered uneducable, people can learn if programs are designed to meet their specific needs and strengths.

Teachers and other educational personnel can adopt new ways if they are provided with methods which they are confident will aid them in working with more effectively with their students.

Intelligence is native to all ethnic and economic groups, and when expectations are equal productivity will be basically equal as well.

The necessary knowledge to solve the reading crisis is available. What remains is for that knowledge to be applied so that it will result in better teacher training, more effective educational programs, and the use of those new programs in classrooms and communities.

Parents are concerned about their children's educational process and have both the right and the responsibility to be involved in their education.

Senator DOMINICK. Ms. Holloway, do you have any familiarity with the recent programs which have been instituted in the Richmond school district? Dr. Little testified yesterday, and I was extremely impressed with what he was doing because I thought it was the type of thing that needed to be done. Part of his testimony dealt with a directive that anyone reading two or more grades behind would be kept in his class and not promoted in reading until he is reading at the appropriate level.

It seems to me that is fundamental. What efforts are we making along that line?

Ms. HOLLOWAY. I am familiar with some of the activities in the Richmond schools. There are varying degrees of State and local district policies enunciated. Some relate to holding children in the grades. I think most of them probably emphasize helping the children to become confident in reading, as opposed to holding them in a grade.

I think the emphasis in many of our districts is somewhat the reverse of holding them, but rather seeing that by the time they reach a certain grade level they do have the skills of reading, and placing the onus more on the schools than on the child, if you know what I mean.

I think, as I have observed it, this is a trend. I do know there are districts that have a policy of holding children in the grade, but not too many are doing that at this time. They are rather saying to the teachers, let us set some performance objectives, where do we want to be at the end of the year, and let us see how we get there, and let us evaluate as we go along to see where we are not meeting our objective, before the end of the year, so that by the time the year end comes or the second year or 3-year period, the children are learning to read as opposed to saying we will keep you in that grade until you learn.

Senator DOMINICK. But if you are in the fifth grade, which means you are generally speaking as an 11- or 12-year old, and you are reading like a 9-year-old, how in the world can you learn any of the other subjects?

Ms. HOLLOWAY. It is certainly true that reading is at the very core of our educational process.

Senator DOMINICK. It would seem to me under that kind of criteria, if they pass the other subjects, either someone is goofing it and has not paid attention to them, or the kid is cribbing somewhere along the line from a friend, but nobody does anything about holding him there.

If you try to take a child from a public school into a private school, almost invariably he will drop back 1 year. In fact, I am proud to say my own kids are some of the few that I know of who did not do that. But if they are doing it, dropping them back so they can catch up with the degree of intensity that the private schools are going to be requiring of them, then why in the world should not the public school do it, instead of advancing them a grade?

Ms. HOLLOWAY. Of course that would be a local school district's option to do that.

Senator DOMINICK. It would be. If we have 40 or 50 percent in inner cities who cannot read, somebody ought to lean on them. Who should do that, the board of education from the various States?

Ms. HOLLOWAY. Education is the State's responsibility, and they and the local superintendents and the board of education would have that option. But I do not think the Federal Government would be in a position to lean that heavily with our small 7 percent.

Senator DOMINICK. A person can be a dummy, even if they know how to read, we have got all kinds of proof of that, not only in the schools, but in the Federal Government. But if you do not know how to read, there is no way to avoid being a dummy, insofar as the schools are concerned. It just does not seem right that they can move forward in their normal progression in their age group with a total nonunderstanding of what they are looking at in the way of a subject.

Well, thank you very much.

Ms. HOLLOWAY. Let me say that I concur, and I think most educators do, if children do not know how to read, they will not be successful in the other subjects. I think there is a real consensus on that point.

Senator BEALL. On that point, Dr. Holloway, Mr. William Raspberry pointed out in a February 19 article in the Washington Post last year—he suggested in schools where we have this massive reading deficiency that perhaps we ought to suspend teaching the other subjects and just concentrate on doing reading——

Ms. HOLLOWAY. My opinion would be certainly at the elementary level, in the primary grades, that reading and language development should have heavier emphasis than the other subjects. There really ought to be heavy stress on it. I do not know if I would go so far as to say suspend everything else.

The reason for that is, you can teach reading in other subjects. Reading can be taught in math, science, history, social studies, what have you.

I would say utilizing those subjects for the teaching of reading would be my professional way of addressing it.

Mr. COOK. One of the things we would like to see in whatever bill that comes out of the Congress for elementary and secondary education is the concentration provision particularly in title I for basic skills which would be for both reading and math. We have proposed 75 percent concentration of those moneys, and I understand in the House it may be up to about 85 percent. The point is that this does help us in terms of focusing money in the inner cities or the more disadvantaged school districts on basic skills, including reading and math.

Senator BEALL. Would you concentrate reading money at the elementary level?

Mr. COOK. Yes, sir.

Senator EAGLETON. In S. 2069 we require the publication of reading test scores by school. I do not know on which page the New York Times carried this article that I have clipped off, but I am sure it was not the front page; I bet you it was back there with the brassiere ads.

What if there was an enormous public furor and deep-seated public indignation about this national calamity? What if a parent could identify the Jones school, and see the test score for the sixth grade for the Jones school, and that the sixth graders are reading at the fourth grade level, or whatever the test scores might show. Would it not arouse concern in the public and be very beneficial in trying to get some changes made?

Ms. **Holloway**. I am sure if parents were indignant it would arouse public interest in reading.

Senator **Beall**. On that point, it was pointed out to me earlier that the Gallup organization was commissioned to do a pool earlier this year, and among the questions they asked in the poll was, one, should citizens be able to sue a local school district, and 26 percent of these who answered the questions answered in the affirmative, which I think if 26 percent are so concerned that they would like to sue the school board, then there is a great deal of concern about this problem.

Ms. **Holloway**. I think it is fair to say that most parents want their children to learn to read. There is no doubt about that. I also say I think most teachers want to do a good job. That is why we are stressing helping teachers develop the tools with which to do a good job.

Senator **Eagleton**. Thank you very much, Dr. Holloway, and thank you, Mr. Cook. We would appreciate written answers to the questions we did not ask, there was another one you wanted to answer in writing, and we would like to have the report of your trip to London, et cetera.

Is Ms. Lumley with us?

If not, then we will go to Dr. Joseph Dionne, vice president, McGraw-Hill, Inc. You may proceed.

STATEMENT OF DR. JOSEPH DIONNE, VICE PRESIDENT, McGRAW-HILL, INC.

Mr. **Dionne**. I reviewed the bills with an eye toward the implications for testing and evaluation and there are included between them some 20 references to the appropriate use of test. I have been able to distill these 20 references into two overarching purposes, the one being the purpose of identifying students in need of special attention in learning to read, and the other being able to demonstrate measurable progress toward learning to read.

I call the first one the identification function, and the second, the accountability function. Each of these operate at two levels.

The identification function, we have to identify communities wherein students have learning difficulties in reading exist, and we have to be able to identify the individual students within the communities.

The accountability function, we have to demonstrate the effectiveness of programs designed to bring about change in reading performance, and we have to demonstrate the improvement in the reading skills of each individual child involved.

With those two overall arching purposes, the question becomes: are there techniques, instruments available that are capable of performing these functions? If they are available, how do you go about making a rational choice among them?

I would like to address first the identification function. In identifying students for the purpose of allocating funds, an acceptable standard would have to be created, and this standard should be one that is valid, reliable and fair. By valid, it must in fact measure reading performance.

As reliable, it must give adequate measures repeatedly. If it is fair, it must not discriminate against any students in the country. In general, standardized achievement tests, which is the first alternative which you could consider for the purpose of identification of these students, possess these attributes, and in technical manuals that accompany these tests you will find reports of validity and reliability pressures, and therefore their general acceptable means of allocating resources.

They tend not to have quite the same consensus on the question of fairness. The question of fairness raises itself in two parts. One, are the tests culturally fair and, two, do they discriminate against students for whom English is a second language?

In answering these questions, it must first be realized that all tests are biased, in the sense that all tests are products of a culture. You would not expect a student of outstanding ability in this country to go to France and take a French achievement test and do well. Tests are products of culture.

However, fairness in this case means that each student understands the language which the test uses and has an opportunity to be exposed to the content or subject matter on which he is being tested. Many test publishers currently are studying this problem in earnest. They have begun to analyze the item data, which they get back when they try out a test, on the basis of social, cultural backgrounds as well as race, and they are beginning to include in the test only those items which demonstrate fairness on this criterion, and that is beginning now to be recorded in the technical manual.

I think it is a major breakthrough in this area. Most of the work was done by Ross Green, under a grant from the U.S. Office of Education. I am happy that that is now in the public domain and many publishers are beginning to utilize the techniques which he developed.

I think that on the question of validity, the question of reliability and fairness, that standardized tests could be used as an acceptable means of allocating resources. They will be less useful with those for whom English is a second language, depending on the level that the child has assimilated English.

At a certain point he will be successful on the test, and at another point he will not be able to succeed.

The purposes of this bill will not deprive him of any of his rights, because he will be identified as a person worthy of additional resources or an enriched environment.

Senator Eagleton. May I ask you, so we can comprehend your statement, when you used the statement, "English as the second language," are you confining yourself exclusively to the situation with the Puerto Rican, for example, where Spanish may be the first language and English the second language, or is it broad enough to include the ghetto children, where a bastardized form of English may be the first language?

Mr. Dionne. Generally the broader definition is the one that I have in mind. It could go for Appalachian children as well. It is really a thorough knowledge of the mother tongue.

Many of the school districts across the country, for the purpose of identifying students in needing specialized help, are beginning to use sampling procedures. They are using them because they are economical both in terms of the amount of time they save the teachers and students and therefore their costs. Two methods of sampling are being used. One is a student sampling, where there are tables used, created for this purpose, and a number of the students in total population are chosen, and they take the test and inference made on the total population.

In another method, each child takes part of the test, which is called matrix sampling, and they are put together and inference is made. Generally the decision on which one to use is a political decision. That is the result of many of the States having had experience with sampling techniques.

Some State legislatures feel that money expended for testing should be to the benefit of all children in the State. Therefore, each child must have some part of the test and therefore matrix sampling is winning out where that attitude prevails. Both techniques are equally accurate and both do constitute savings.

As an alternative to using standardized tests for this purpose, the subcommittee might consider the criterion reference test. These tests are designed to measure specific behaviors, and they are quite different from standardized tests in many regards.

In creating standardized tests, you choose those items which are most important in that particular subject or tend to remain constant over time, and you choose them for their ability to discriminate between one learner and another. In the criterion referenced tests, you want to measure each of the behaviors in reading. Therefore, you have a better sample of the total information that a teacher would need, as a result of having information on each of the objectives. These tests could be described as being truly diagnostic.

They do, however, require longer time to administer and they are slightly more costly because of their length.

For the purpose of this committee, for the purpose of identifying groups of people in communities, it would have to be remembered that the development of a satisfactory test of this nature would take a period of at least 18 months, which is time to get the consensus and develop the items and validate them to where they would be an acceptable standard.

The third method which might be appropriate for the identification of groups is the use of measures of a comprehension of language that is used in instructional materials.

There is considerable evidence across the country, some referred to earlier here today, that children are being exposed to instructional material other than reading that they cannot handle. These methods that were developed are created for this purpose. They can also be used for purposes of the bill. Any student who cannot comprehend reading language of instructional materials in front of him would be eligible for funds under this legislation.

Once the communities have been identified, the problem becomes one of identifying individuals within the community. To whom should these services be given?

There are again three methods. The first one is the use of the standardized tests, but only as a screen. Given the fact that standardized tests were really designed for uses with groups, when they are reporting individual scores there is a large room here for error, and as a result of that, most districts use them as a screen and in that way they will arrive at a point where a large number of students do not meet a certain standard. Those students will then be given an in-depth test, which is diagnostic in nature, to determine precisely whether they qualify for special treatment and what to do about it.

Criterion reference tests are becoming more widely used. It would not be used as a screen in this regard. It would be given to all students for whom diagnostic maps would be created. In this way all students would be given directions as to their appropriate learning experience, that is gifted, average, and below average, would all have some information as to how best to proceed from that point on.

Since these tests are based on objectives, they do have the added benefit of being prescriptive. That is, they can tell the teacher exactly where to go and teach the child what he needs to know based on the information that she has gotten back.

Also the criterion referenced test is being used to facilitate communication between schools. One of the major problems in the Nation's schools population today is the mobility factor. Early in our our lives as a country the basal reader seemed to be handling this pretty well. It was a major stroke of genius. What it presented in those days a solution to the problem of the mobility of the teachers more than the students. The children went through the basal readers. No matter who the teacher was in the next year, all the content was in there.

Since that time, students have begun to move so rapidly, when a child moves so many times in a year, there is no way of keeping track of which objective he has accomplished and not accomplished. Therefore, he is put into the appropriate lesson that the teacher is teaching, and we experience a cumulative deficit.

Another way of identifying individuals would be again the language comprehensive tests on the language that appeared in instructional materials. I should state that instructional materials tend to have over the years settled on a language that is about one year below the level of reading of the students, that is sixth grade social studies text would probably be written in fifth grade language. That is why this is a useful standard.

In summary, on the question of identification, it seems to me that there are sound alternative methods of identifying both groups and individuals. I would like to add though that introducing newer methodology, such as the criterion reference test, a considerable amount of teacher education would be involved.

As for the accountability function, in being able to demonstrate the effectiveness of programs to the public as well as to individuals, I have a written statement here that I would like to read on this subject.

Historically when dealing with a group of students, standardized tests have been used as a measurement of the effectiveness of reading progress. They are used because of their property of reliability and because they tend to measure more lasting gains.

In selecting a sample from the total subject area to be tested, only key objectives are measured. Accordingly, these tests are generally responsive to instruction in the longer term, that is, from year to year. Where students are making average or above average achievement, they are doing it at an above average pace. That is, they are learning these key objectives in a shorter time period.

Standardized tests are sensitive to these gains. They are not as sensitive to the slow pace of below average learners. Hence many projects designed to meet the needs of slow learners have not achieved gains on standardized tests. What is needed in this instance, are tests which are sensitive to instruction in the short term. Because they measure many more of the objectives of a given subject, criterion referenced tests have this property. Hence, more and more schools are using criterion referenced tests to measure program effectiveness.

Many schools are combining the use of criterion referenced tests with less frequently administered standardized tests.

The additional advantage of using criterion referenced tests is the objective that it introduced into the management of the classroom. This technique which has been developed in the private sector and the public sector over the last 10 years is now being introduced into the Nation's schools both in the administration of the school, but more appropriately for the purposes of our discussion this morning, into the classroom.

Criterion referenced tests, since they are based on objectives, permit the teacher to demonstrate progress toward each specific objective, and this is accountability in the highest form.

In addition to that, criterion referenced tests give us the ability to take interim measures, rather than take measures at the beginning of the year and the end of the year, at which time it is too late to change the direction of the program, this gives an opportunity to take action during the course of the year.

If managers of the curriculum are unhappy with the progress, they can begin to alter their resources or allocate their resources in a different way. They can change the amount of time they are allocating to the reading activity, new materials, et cetera.

The criterion referenced tests are being well received around the country. In addition to this attribute of criterion referenced tests, there is the capacity for these tests to be more responsive to the local objectives. We have learned in the last 3 years that the objectives of a school district like a major city are quite different from those from a rural town or from those very suburban districts.

We can demonstrate to your satisfaction the criterion referenced tests that were customized for certain districts or those for other districts, and those created for national consumption. However, in the development of criterion referenced tests at the local level, there is a caution that has to be made and that is in many ways this art form is reverting back to the experience we had in the 1920's and 1930's, where everybody was making their own tests and the problem of objectivity arose. If an appropriate procedure or procedures are not created around which these tests are developed, there is a good chance that the teachers will be getting false information about the students. We call it false positive and false negative information. It means they will be telling the students, that he does not know something when he in fact does, and vice versa, and both are inefficient and undesirable.

Criterion referenced tests are appropriate, but they must be developed with care. One of the key issues that was raised earlier this morning by the subcommittee was the issue of reasonableness of objectives. You were pointing out the difference of performance between the performance of the city of New York and San Francisco and some more rural areas. You also pointed out that publishing the test results might be helpful in spurring citizens to action.

There are several places in the country where they are doing this. One of the interesting ones is on Long Island, the Long Island paper called Newsday publishes for Suffolk County the rank ordering of schools, in terms of which ones achieved the poorest on a statewide test administered there.

The No. 1 district is the district that has the fewest in that population, and it goes on down through the 50 districts, and then we witness annually the parade of superintendents, the 50th of superintendent leaves, 49th and 48th leaves, and as the 46th leaves, he says, "My kids are different." What he is saying is, if he had the same resources in the district which finished No. 1, if he had the same per pupil expenditure, if he had the same motivation, if he had parents that were educated that were employed in a variety of ways, his performance would be the same. The issue that that raises is the fairness of the objectives that are set for each program.

Somehow or other this in-put measure which is an important part of the education equation and which legislation continually overlook should really be addressed by the committee.

Senator EAGLETON. Addressed in what way?

Mr. DIONNE. Well, in the past the IQ tests have been used as an in-put measure. They are effective when used with other measures such as language, income, race, so on and so forth, in setting reasonable expectations. I think part of the answer is that in holding accountable each project, it should be accountable to the objectives that are locally determined, and those would have to be developed in light of the population they are serving. I am not trying to say that one program should produce better learners than another. I am saying the pace at which they do it might differ.

Therefore, they may not be at the same place, in the third grade, in the city of Washington, that they are in Mt. Vernon, N.Y., but by the end of the 6th or 7th grade, they may in fact have taught the fundamentals of reading. That is the objective to which it should be measured. There should be a reasonable measure.

One of the problems again addressed this morning by the committee and one which appears in Senator Beall's bill is the grade equivalent phenomenon. For years those of us who have been in test publishing have been talking about the grade equivalent. As a result of that, parents and legislators and interested persons have come to depend upon the grade equivalent as being a reasonable measure of achievement.

Everyone wants his child to be at a grade level, which is somehow to translated mean grade equivalent, which is a technical term, and grade level is not. The problem with grade equivalent is that it represents a distribution of the population, loosely speaking, an average distribution. Human characteristics tend to group themselves in this way. For instances, you might say that the average height of the American male would be 5 feet 9½ inches and his weight 163 pounds—it was at one time. Saying that all students should be at a grade level would be the same as saying that all people should be 5 feet 9½ inches, 163 pounds, if grade level is confused with grade equivalent, which is very often the case.

As for accountability to individuals, more and more, with the use of criterion referenced tests, teachers are beginning to respond to objective by objective accountability. At the beginning of the year they will [illegible] with the parent the objectives that they think will be learned th[illegible]. They enlist the parent's help, they carry out the instruction, they give the interim tests that demonstrates mastery, and they go on to the next objective.

At the end of the year, they report the results to the parents.

In front of you you have some forms, which I would like to share with you, that are used for this purpose.

The top form is called "Prescriptive Reading Inventory, Individual Diagnostic Map." On this you will see a row of boxes that have been filled in with plus signs, minus signs, and in one case an "R." Each one of those boxes, addresses itself to a given objective. The language is shortened here. But what this portrays for the student and parent, and incidentally this is the first time in American education that these test results have been shared with the students, incredible happenstance, but that is the way it has been in each child's progress. In many cases the students are keeping these maps and are updating themselves. They are changing minus to plus. They say this is the objective he has accomplished, and this is what he has not accomplished, and this is what we hope to do during the course of the year.

The "R" stands for review, that his performance on the test are such as to indicate there may be some question.

The second page is entitled "Prescriptive Reading Inventory, Preliminary Individual Study Guide." It is for Lewis Jensen. In this case, you see on the left-hand column all the objectives that Lewis missed, and then you see the places in the instructional material where the objective is taught, so that the teacher has the making of a lesson plan here, and where students are capable of individual direction, they can go consult the references.

After this exposure, he will then take an interim test.

The last sheet you have is called "Prescriptive Reading Inventory, Class Diagnostic Map." It could very well be a district diagnostic map or State diagnostic map. In those boxes you have percentages of students in this class who accomplished the objectives. So the teacher then has the wherewithal of beginning to set priorities for the year. This is what we refer to as teacher support system and instructional management system.

I get the feeling from the bill that in this area and one other that consideration has not been given for the possible expenditure of funds. One is, the instrumentation of this nature of reporting of this kind, and the second is, in evaluating programs, the taking of the interim measures calls for usually an outside audit or at least an objective audit of some kind. Some funds should be created for the purpose of evaluating programs as they go along so that they can in fact change course during the year.

Some districts in addressing themselves to the Peter Doe problem have come up with minimum proficiency tests. These tests, which are usually administered at the end of a period of schooling, like the primary grades, intermediate grades, junior high school, are sometimes tests of functional literacy. They will say by the time the children finish the third grade here, he should have accomplished, at a minimum, the following reading objectives, and they will test. If he has not accomplished it, he will be recycled through the enrichment program again.

Sometimes this means remaining in the same grade, although that is rare. Most often it is an enriched program that continues, and he is relieved from his regular classroom responsibilities for a period of time during the day to go to the enriched program.

I think it is safe to say that for both functions, identification function and accountability function, that adequate means to accomplish these tasks are available or can be created.

I would like to summarize my recommendations on this matter, as they appear in the testimony.

For the purposes of these bills, I would recommend the following:

1. The allocation of resources to the States should be based on standardized tests which have been carefully screened for biased items. A sampling procedure should be used.

2. The allocation of resources within a State should be based on standardized tests which have been carefully screened for biased items. A sampling technique should be used.

3. The allocation of resources to individual pupils should be done on the basis of criterion referenced tests, which are diagnostic and prescriptive.

4. Funds should be allocated for the evaluation of the effectiveness of reading programs. Interim measures should be taken with criterion referenced tests. I think criterion referenced tests or standardized tests could be used for yearly program evaluation.

I would like to express my appreciation for the opportunity of appearing before you this morning.

Senator EAGLETON. Thank you. I have a couple of questions. It may be an oversimplification, but I take it that the principal thrust of having a test, either a standardized test or criterion test, is to get a current evaluation of the student to see what the component parts of his or her problem may be, so that you can prescribe some kind of remedial program tailored to that student's deficiencies. Would that be a fair statement?

Dr. DIONNE. Yes, that is correct.

Senator EAGLETON. We gather many statistics around this country, and sometimes, I think, just for the purpose of gathering statistics. People like them or like to store them. This really has a meaningful function, in terms of relating to the individual student involved as to what his or her problems are, and trying to cope with those problems; is that correct?

Dr. DIONNE. That is correct.

Senator EAGLETON. Now in a typical crowded big city school district, crowded in terms of teacher-student ratio, classroom crowding, et cetera, is it within the realm of the attainable to develop criterion testing and all the various testing techniques—not only to develop tests, not only to administer the test and compute the results, but then the big bottom line, what do you do with results once you have them, in terms of teaching Johnny to read? I know your expertise is in the area of testing and test evaluation, but what is the end result after we get the test and we see student "*x*" has a particular deficiency as per your charts here, we will say in simile—I saw the word on one of them—how does the classroom teacher with 40 kids in a classroom work with Johnny?

Mr. DIONNE. Historically in those settings the teacher has taught, one teacher to 40 students, and the technology that is needed is one which will permit her to move from the orientation to in fact individualized instruction.

The example I will give you are taken from the city of Washington, and in New York City, where they are using the nationality developed criterion test. In both of those cities, the teacher is first given information as to how the whole classroom had done. He is expected to identify priorities for the year. Suppose 12 kids have not accomplished simile or beginning consonents he addresses himself to that group. After they have worked up to expectation he goes on to the next most important objective. Finally he begins to address himself to techniques of working with two or three students. The idea is that within a period of 2 or 3 years to take teachers from that point where they are working 1 to 40 to the point where their instruction is individualized, and I think you can see the results of that kind of technology in Washington, D.C., schools.

To give you one example of teacher response to these measures, we were talking with the district superintendent in New York City and suggesting that it would be appropriate to have teachers come down to McGraw-Hill Building in Manhattan to learn about criterion referenced tests. He wanted to know when that would be, because every time they stay after school they get paid, and that was very expensive, because we are talking about 300 teachers.

He was told we would like to invite them down on a Saturday to our building, and we would have a morning presentation, lunch, and afternoon presentation. We were advised that we would go out of our mind, no one would come downtown New York for that purpose on Saturday. We asked for permission to proceed. We went to the teachers and began to describe the system.

Out of the 300 that were invited, something like 280 showed up and stayed the whole day and could not get enough of it, and asked us to come back, and as a result we offered 3 such sessions, the point being, if you give teachers the technology that permits them for individualized instruction, they will in fact behave differently. This is the major thrust. It is very promising.

It is not only happening of course in major cities, but across the country.

Senator EAGLETON. You talked in your testimony about standardized tests, criterion testing, customized testing, different terms of the art in the trade. Do I take it the thrust of what you are saying is that with the present state of the art, you really could not develop one national standardized test from Maine to Hawaii, including all of the various ethnic, cultural groups that are comprised therein, that would be fair across the board in toto?

Mr. DIONNE. Well, there are several reactions to that. One is I think it is probably due, able at a certain level of expense. Second, I think you would have the private sector very upset, because of the several interests they have. At the college level, there are at least three sectors involved.

I think the recent anchor study done by the U.S. Office of Education demonstrated that you can in fact get correlation among tests, while that information is only provided in grade 6, the 7 tests that we used were fairly close, there is fairly good movement from one test to the other.

We had two tests with McGraw-Hill involved in that program, and the California achievement test came closest. I think that tests are improving. I think any one of the major tests can be used with that purpose.

Senator EAGLETON. My final question is this. I think I share it with Senator Dominick. I am guilty of noncomprehension of grade level or grade equivalent. I will just read the article in the paper. This is the Peter Doe article. He graduated from high school—straighten me out on this—in San Francisco, with a high school diploma, and has fifth grade reading level, I take it that he is mathematically 7 years behind?

Mr. DIONNE. What that says is, depending on the age at which they gave the test, suppose he was given the test at age 17, or the senior year, that means that in the distribution of those students, they took everyone on a piece of paper, and here is the one that scored the most and here is the one that scored the least. If you look at the middle, you will find a whole bunch of people grouped up there. It is like a bell-shaped curve. There are a lot of people in the middle and not very many on either end.

At that midpoint there, that could be grade 12. When they characterize the student in being in grade 5, all that means is that on the distribution he was on the lower side. That does not mean he reads at the fifth grade level. It means out of a total population of 12th grade students, he was way behind. It does not mean he is functioning at the fifth grade level.

Senator EAGLETON. My daughter entered fifth grade a week or so ago and her reading level at school was classified as being fifth grade point something. I was happy, but I learned in her particular class a lot of them were up to sixth grade point something level.

Mr. DIONNE. A typical classroom at that point, depending on the month it was taken, would be 5.1 across the country. That is where the average student across the country would be, 5.1, using the language loosely. There are some students who are above that, entering fifth grade, and there are some below that entering fifth grade. Historically schools that have used grade equivalent for that purpose have begun to provide remedial programs when students are 2 years below the grade equivalent.

If the student is entering the fifth grade and he is scoring 3.1, then that student will be given special help. The question is at what point do you start providing that kind of help?

Senator EAGLETON. Senator Dominick.

Senator DOMINICK. As I understand your testimony, what you are really saying is that in order to find out really whether people know how to read or whether they do not, we ought to have a series of tests. These tests would tell us where they stand, where they are weak. In other words, you look at the class or you look at an area and you find out where, by standardized tests some of them are weaker than others, concentration, and then you go into that school and you find out which kids in the school are weak by the standardized test and, you give them what you call criterion referenced tests, whatever that is, to pinpoint it down to the individual. And this way would be a much more logical way of determining who is or who is not able to read?

Mr. DIONNE. That is correct.

Senator DOMINICK. Is there not a simpler way. Let them read Jack and Jill went up the hill and if they do not know where they have gone, they are not reading well.

Mr. DIONNE. If it was for any purpose other than allocation of resources, there are any number of informal ways you could test. The teacher could give the student 100 words, and if he missed over 10 words, he is probably not able to handle that material.

When you talk allocation of resources, objectivity requirements come in, and at that point you begin to introduce standardization. If it were left up to every classroom teacher in the country to decide which of the students should qualify for that special fund, how many do you think she would nominate?

Senator DOMINICK. Really it isn't very difficult to figure out whether a kid can read and whether he can understand what he is reading, is it?

Mr. DIONNE. No, it is not difficult at all. It takes less than a half hour with good standardized tests.

Senator DOMINICK. I mean whether you have a test or not, it is very simple to give them a book, as you say, and just tell them to read.

Mr. DIONNE. The only question I have is: Is that an acceptable standard for the purpose of allocating public moneys? If you feel that it is, fine. I think there would be some objection.

Senator DOMINICK. That is all I have.

Senator EAGLETON. Senator Hathaway.

Senator HATHAWAY. Mr. Chairman, I have not heard all of the witness' testimony, and I hope I am not going to repeat anything you have asked, but do your tests show up just where the difficulties are?

Mr. DIONNE. Yes, they do. Very precisely, the different tests have diffierent purposes. But the test that I mentioned, criterion referenced test, had very specific skills in mind, very precise.

Senator HATHAWAY. For example?

Mr. DIONNE. It could be that he has a problem of beginning sounds, beginning letters. It can be he has problems with unaccentuated "y" sounds, it could be problems with paragraph meanings, it could be that he has problems with foreshadowing, any of the skills associated with reading would be depicted this way.

Senator HATHAWAY. Do you think there has been enough research on reading in general to really formulate valid tests which indicate what the difficulties are?

Mr. DIONNE. Yes; I do. I think there is kind of unanimous position on this, that in fact of all of the instructional technologies that exist, standardized tests represent the highest form of science. It is the most valid measure.

Senator HATHAWAY. When I was over on the House Education Committee, I had an opportunity to talk with Jean Cheill of Harvard who had also done research in this area. She led us to believe that it was a field that needed considerably more research than had been done to that date. That was a couple years ago.

Mr. DIONNE. Her real argument is what is the best way to introduce the child to reading, the whole word or phonic method. Her research suggested the phonic method.

Senator HATHAWAY. But after getting into the fourth grade, should we not get into more sight reading—I understand she felt we have not done enough research in this area and could not answer. I think she just studied the first two or three grades

Mr. DIONNE. That is right.

Senator HATHAWAY. I was just wondering whether we should not be putting more money into research on reading in general, including our own language patterns, to see if we are really on the right track?

Mr. DIONNE. I think if you introduce a concept of language, the way in which language is learned, that is very important criteria for the National Institute of Education, I am hopeful they will be addressing it.

Senator HATHAWAY. Thank you.

Senator EAGLETON. Senator Beall.

Senator BEALL. Just one question. In our bill we say the agency will develop a plan setting forth specific objectives which shall include the goal of having all children in project schools reading at the appropriate grade level by the end of grade three. Do I understand from your testimony that we have used language here for which you cannot provide appropriate tests or there really is not an accurate measurement of the person's reading skills?

Mr. DIONNE. I think, to explain it another way, I think it is not attainable as an objective. In the first place, all students in the third grade, at the end of the third grade, have a variety of abilities, if you take a look at them as a group—mental competence, so there will be many way ahead of the third grade and there will be many growing at what is a natural rate for them who are behind. Are they to be penalized for growing at a natural rate for them as a result of this legislation?

It seems to me that is inappropriate. I think what you will get at the end of the third grade is a reasonable distribution of scores, based on input factors, language background, et cetera.

Senator BEALL. For the language appropriate grade level, it is all right if the word appropriate is still in?

Mr. DIONNE. If appropriate is meant to take into account the input factors, I would say it is useful.

Senator EAGLETON. Let us say that in the third grade you would be about 9 years of age. Now a 9-year-old girl in the third grade, what is the appropriate grade reading level for that 9-year-old girl in the third grade?

Mr. DIONNE. If you ask me what the national standard is, if she is in the first, it is 3.1. If you ask me for the individual child, I would have to ask you something about the child.

Senator EAGLETON. The national standard is 3.1. You test her on your test, and it comes out that she is 2.1, and there is someone else in the class, who is 4.1. Now the kid that is 2.1 has got a problem?

Mr. **Dionne**. Yes; but the problem may be in the way in which her brain works to assimilate new learning, and if you went in there and really began to accentuate the pace, she may not be able to assimilate it that way. She may be learning at a rate that is appropriate for her.

On the other hand, the child at 4.1 may not be achieving as much as could be expected because she is much brighter. I am saying you can not only look at the achievement side, you have to take a look at the aptitude side.

Senator **Beall**. Should that 2.1 child continue to be put in the same class with the 3.1 and 4.1 children?

Mr. **Dionne**. This is a question that has been addressed by American education cyclically over the last 50 years, and it is with us again. Education if valued as the assimilation of skills, which would be a conservative definition, would say that the child should remain. Education if seen as the development of the total child would say that would be disastrous for her to remain. If she was kept with children less developed than she was, socially, emotionally, and physically less developed, this could really hamper her total development process. Most educators have not opted for that. They have chosen instead to promote the child and give special services to those going at a slower pace, which I think is a more appropriate way. However, the delivery system has been so poor that we do have Peter Does. Now creating a delivery system that will, in fact, allow a teacher to have both of these girls unfolding at a natural pace for them is the thing that we should strive for. I think it is within our grasp.

Senator **Beall**. Thank you.

Senator **Eagleton**. Do you subscribe to what was suggested by one of my colleagues here—I am not sure which one—that at the lower grade levels, realizing the national dilemmas that we face, that you make massive concentration on reading, almost to the exclusion of some other things. You read through history, as Ms. Holloway said, you read through science and what have you, but should a massive intense focus in the early grades be placed on reading comprehension?

Mr. **Dionne**. I would concur if it were massive impetus placed on language development. But I became concerned about that at a certain point because I wonder how many of the hours a day a child can profitably be spending in reading? I see in situations, in some of the Nation's cities where they are saying, if the child cannot do this by the second grade, he is going to spend 3 hours in reading. I think 3 hours of anything is impossible, and 3 hours of reading, where he is not being successful, is an impossible situation.

Also when they introduced the 3 hours of reading they are throwing out some very important dimensions of education. Usually the first things that go are music, art, and other appreciative areas, and I wonder if we are not trying to create sterile youngsters in that process.

What I think is needed is more efficient use of the time we have and more efficient management by objective approach would accomplish as much and still have the child motivated.

Senator **Eagleton**. Thank you. We appreciate your testimony.

Mr. **Dionne**. Thank you.

Senator **Eagleton**. Our next witness is Dr. Paul Leedy, professor of education, director of graduate studies in reading instruction, the American University.

STATEMENT OF PAUL D. LEEDY, PH. D., PROFESSOR OF EDUCATION, DIRECTOR OF THE GRADUATE READING EDUCATION PROGRAM, THE AMERICAN UNIVERSITY

Dr. LEEDY. I have a brief statement here that deals with some of the matters of the bills and some of the matters that are corollary to the bills, and then I will be happy to answer any questions that you may have.

The committee is to be congratulated upon its deep concern with one of the most pressing problems of America. The problem of creating a literate citizenry is perhaps more far reaching and profoundly more important than any of us can possibly imagine. It is a problem which, like a malignant growth, metastasizes in the body politic, creating numerous and varied other problems whose only conclusion can be distress, debilitation, and ultimately destruction. Teach a nation to read and you have solved half of that nation's problems! I speak not in terms of rhetoric; I am voicing my best and most considered judgment.

We have little need of more evidence. Study after study shows that the phenomenal dropout rate, delinquency—which degenerates into hard crime, loss of personal integrity and human worth, and loss of an inestimable number of dollars to our economy stem from illiteracy or semi-illiteracy within our populace. Seven million elementary and secondary students with severe reading retardation is a formidable army of ignorance. But these are but the reserves. This says nothing about the inadequacy to handle the printed word among our adult population. Here is where it hurts. Adults whose inadequacy in reading skills cause millions of dollars loss to business and industry and slowly realize that the lack of the gift of literacy which our public education should have bestowed upon them is causing them slowly but inevitably to go down in failure and defeat.

Again, my language is not rhetoric. It is a sober reportorial account of a life situation which I have seen happen again and again as senior specialist and chief consultant at the Reading Institute, New York University, and during my long years as professor of education concerned with the teaching of teachers to become teachers of reading.

The magnitude of the problem demands a broad legislative horizon. If we are to ameliorate the condition through legislative means, we must see the problem and see it whole. My one criticism of most legislative programs professing to deal with the problems of reading is that they have been too narrow and too unimaginative. Perhaps this is so because the problem of reading is so complex. It is not a simple matter of teaching phonics or word recognition. It is not simply a matter of reading better and faster. These are the old cliches that through their simplistic panaceas have offered a happy issue out of all our troubles. The gadgetry of reading has been alluring—and lucrative. It has captured the imagination of many, generally those who know just enough about the reading problem to know how to spend money on it without appreciating the deep, underlying factors that must be considered if any intelligent attack is to be made on the reading problem at all.

The problem to which S. 2069 and S. 1318 address their attention is essentially a problem indigenous to language development in the human being. Reading is but one phase of that development. If we can think of the reading process as not vastly dissimilar to the metamorphic process in lower life forms, we shall perhaps be very close to the truth. As the frog develops from the vastly dissimilar tadpole, so "learning to read" has a long and fascinating development in the language milieu in which the child from 1 to 6 has been nurtured and reared. The reading problem does not begin in the elementary grades; it begins shortly after the maternity ward.

This is an involved and difficult chapter in human development relating to the way in which the indiyidual develops linguistically and acquires a love of or indifference to language and the experiences associated with language acquisition. It is entirely too complex a process to be described here, but its inestimable importance in the process of "learning to read" can be underscored. The iceberg lies below the exposed top. For 5 or 6 years before coming to school the child has had experiences which will determine his attitude, his desire, his motivation to learn to read.

I see the need for reading education lying in three broad areas of human development:

1. In the formative years of infancy and childhood when language is a new and marvelous world to a child and when he is either nurtured in embracing it or encouraged to neglect it. In this period parental education and the home environment are all important. I find also that that most of our thinking with respect to preventive measures in inhibiting the "reading problem in America" takes no cognizance whatever of this important formative period which is the broad foundation upon which the skills and abilities of formal reading are built.

2. The period of formal schooling which is normally considered to comprise two educational levels: the elementary and the secondary. Here is the area on which we have focused most of our attention, into which we have poured most of our money, which has been most widely written about and discussed in the professional literature. It is indeed an important and formative period, but it is as one of three links in a chain: no more, no less important than either of the other two. It merely seems more important because here is where the failure to read is observable and complications develop. This could be merely a delayed symptomatology of an earlier causal infection.

3. The vast maturity of adulthood where those reading skills which have been learned or fail to have been learned will either support the individual for the rest of his life or doom him to repeated failure and frustration.

Any legislative measure purporting to tackle the problem of literacy and the national reading problem must look with equal intensity at all three of these areas. The injection of forty minutes of remedial serum into the veins of the elementary citizenry while better than nothing will in my judgment not cure our public school epidemic of widespread dyslexia.

The Smithsonian Institution is hacking away in its own fashion at the megalith of illiteracy. Their approach is the "hooked on books" technique, and it is good insofar as it goes. They have, however, coined a brilliant caption: "Reading is fundamental." And so it is; in more ways than one. It is far more fundamental in the human developmental process than our corrective legislation has recognized. It is far more fundamental—and integral—to the educative process in the public schools than is evident than from the nature of the legislative panaceas we have begun to envision. It is far more fundamental to the needs of our adult populace than we have any data to estimate. And, because reading is so fundamental, I would like to see a legislative program of such magnitude that it would aim to enlist the total efforts of a great nation in meeting what is fast becoming a national emergency—the deepening of the shadow of illiteracy and semiliteracy and the failure of a great nation's educational system to teach its populace to read. We are third of the way through the decade of the 1970's. We have not eradicated a third of our problem of reading deficiency. The fact is, we are losing the battle. By the end of the 1970's with the vision that we have evidenced so far, we shall still have millions in our schools who cannot read and our adult population will have had its illiteracy reduced by little, if at all. There is no bright light at the end of a 7 year's tunnel discernible at this time.

We do not need agency proliferation. Too much is now going on that is scattered and insular. Perhaps the most successful thrust against the problem of reading deficiency is the Right to Read program, spearheaded by Dr. Ruth Love Holloway. The annual yearend reports show progress; the program is grassroots oriented and highly practical; the planning for the future is forward looking and sound. I would hope that the national Right to Read program might be expanded and empowered legislatively with both funds and authority to mount a massive thrust in awakening America to the opportunity, the power, the resources, the manpower, womanpower, youthpower, boypower and girlpower we have in this Nation to teach America to read.

I have certain simple and naive beliefs: pragmatic as the granite of the Vermont hills and earthy as the soil of Maryland and Missouri. I close this statement with what I believe may be an approach toward meeting the problem of a national reading disaster.

I believe that there are more people in America who have learned to read than those who suffer reading failure. They constitute a mighty army of potential instructional power.

I believe that most nonreaders want to learn to read, if only they had some sympathetic help and genuine interest shown in them by another human being.

I believe that we have millions of human beings in this country who would willingly give of their time, effort, energy, and ability to teach a child or an adult to read if only they had the proper organizational structure to corral their collective energies into one massive national effort. We have such wasted "teaching power" in this Nation that if it were all enlisted in one massive thrust reading disability we might be amazed at what would happen. We have millions of students on our college campuses who never thought of teaching a child to read. They can. I've seen them do it.

Senator EAGLETON. We have to recess for a few minutes.

[Whereupon, a short recess was taken.]

Senator EAGLETON. The committee will once again be in session. You were on page 5.

Dr. LEEDY. Yes, I was. I was outlining the resources, the potential that we have and that most of us, I think, recognize as yet untapped.

I was discussing the millions of students on our campuses who never thought of teaching a child to read.

We have had phenomenal success at The American University right here in the center of the dark shadow of reading failure in which we have sent our students out and they have taught a great many students just in volunteer work.

Housewives, fathers, mothers can teach—not their own child—but a neighbor's son or daughter. Teaching your "own" never works; but you can teach a neighbor's child, if he will teach yours. We have organizations: Boy Scouts, Girl Scouts, youth groups, adult organizations. They certainly should be able to do more than collect cans and bottles and papers for community projects, laudable as these efforts may be. Let's put our effort where the greatest need is!

I believe that what we need more than anything else is imagination to inventory what we already have which could be mobilized by tomorrow night, if necessary, to begin the war on illiteracy.

I believe that the Government cannot purchase reading remediation by programs imposed from without. Government can have a powerful influence in spearheading the drive, as it has demonstrably spearheaded many in the face of a national emergency, and been successful in the effort. Why not a governmental thrust to underwrite a massive campaign in the Laubach tradition: "Each one, teach one!" Administratively someone ought to be able to devise the logistics for such a program of offensive educational warfare. Right to Read has made a start—feeble indeed—yet magnificant for the limited resources which have been allotted to it. Let's give it the power, and hope that it can enlist the imagination to get the job done so that the target for the seventies—even at this late date—might still be realized.

I laud the fine spirit of concern which prompted S. 2969 and S. 1318. My comments in this statement have had only one purpose: to join hands with the sponsors of these bills in the effort to improve the status of reading proficiency among the people of this great Nation—the boys and girls, the men and women for whom poor reading skills or none at all means failure and discouragement, humiliation, and defeat.

Senator **Eagleton**. Thank you, Dr. Leedy.

A couple of brief questions. The previous witness, Dr. Dionne, from McGraw-Hill, described in considerable detail some of the types of testing that are going on in the country, standardized testing, criterion testing, and what have you. I take it from your statement that you are negating the need for testing and the analysis of test scores as they apply to individual students, are you?

Dr. **Leedy**. No. I think that tests can be all things to all men, and I constantly caution my own students about the need for interpreting the test intelligently. A test is a tool which you can use to prove almost anything or disprove almost anything, and it is a very wily tool of education that I think we must use with great caution and great insight.

Merely to collect test results and to use test results in toto can be a very dangerous procedure. It gives false impressions. You are dealing with national norms. You are trying to level out John and Mary against all the Johns and Marys, the millions of them in the United States.

You have variables under which these kids take tests. They take the same test tomorrow (or a form of the same test) and score two or three grades differently. Tests are predicated on much that is integral to the individual: his background, his knowledge, his language proficiency. There is so much slippage with tests that you have to be very careful how you use them.

Senator **Eagleton**. One of the principal points you make is the utilization of great manpower potentially available in this country to assist in the reading dilemma, housewives, students, graduate students, businessmen, and so forth. Even assuming that you could begin to mobilize that vast untapped resource, how are you going to apply that resource to Anacostia?

Dr. **Leedy**. I am sure that you are not going to transfer anything. I think that the one emphasis which the Right to Read program has made and which other programs have made is that a lot of the help must come from within the community itself. I lived in New York for 20 years, and then I came to Washington; and I have been here for 12 years. I think I have seen both the outside and inside view of the governmental attitude. A lot of people feel that Washington ought to be their master babysitter, that it ought to provide all the resources. Now manifestly with a problem such as we are talking about here, the problem is so tremendous that that is entirely unthinkable. I do think that Washington can provide a great beam of direction, but Anacostia must be challenged to solve the problems that are in Anacostia.

I am quite aware that you have a deep, deep illiteracy in Anacostia. You also have a lot of people in Anacostia who would be willing to help with that deep, deep illiteracy, if they knew what to do and how to do it or when to do it or where to do it.

Out at the American University campus we had a lot of students sitting around in our department of education who were going to classes and enjoying themselves for the rest of the time. We talked about this thing. I said, "Look, we have a tremendous department here, with all kinds of possibilities and these kids are doing nothing. The university is talking about community involvement. Let's put our forces where our words are. Let's mobilize all of the people who are in the courses of reading at the American University and insist that a part of their work in reading is to go out and devote time and effort to teach a child to read." Here is what we found.

In one term I had 286 students who taught somewhere in the vicinity of 400-odd boys and girls who needed help in reading. On their own, they traveled 2,500 miles aggregately. That is as far as from here to Las Vegas. They paid their own way. They invested their own time. And then we asked them at the end how they felt about it, all. and they said they had never felt better in their lives because they had done something for somebody else. I think that is a microcosm. But if it can be done on the "Little world" of the American University campus, it can be done in Anacostia, and in America—in all of the Anacostias.

In the schools, we have the parents, the teachers' aides, parents corps, and so forth, and they are doing secretarial work, doing the little odd jobs; but here is a massive job that needs to be done. I think sometimes we feel it has to be a specialist to do the job.

But if you look at the hospital, you have a great deal of paramedical help in a hospital, in which the surgeon is not necessarily involved.

Senator EAGLETON. Thank you, Dr. Leedy.

Senator Beall.

Senator BEALL. Doctor, just one question, in the interest of time. Most people we have heard from seem to agree that there has been to a degree, inadequate preparation for teachers in the area of reading during their training process. Assuming this is true, I guess it has, with notable exceptions across the country, and assuming it is still true to a great extent, what can we do to motivate the States on the one hand and colleges on the other hand to do something about the requirements of teachers as it pertains to reading?

Dr. LEEDY. Senator, I could not agree with you more. Of course I think that many of the States are now requiring, as a part of their certification requirements, at least one course in reading, one full credit course in reading, and happily Maryland has been in the vanguard of those requirements. Now I think that this is a step in the right direction. As to what colleges can do, I am much impressed with what Right to Read is considering now; namely, getting the schools of education involved in a program of awareness to teach all teachers to teach reading. That has been a cliche in our professional vocabulary. I think we are at that point in time now when the national emergency demands that we have to do something about the teaching of reading. I think we are going to see more and more requirements of this sort coming into certification requirements. Somebody is going to start the ball rolling and it is going to go.

Senator BEALL. We can induce it from up here.

Dr. LEEDY. I think you could have a great influence.

Senator BEALL. Thank you.

Senator EAGLETON. Thank you very much, Doctor. We appreciate your presentation and thank you for giving us of your time and your talents.

I must depart, but Senator Beall will stay.

Our next witness will be Dr. Richard Petre, Maryland Department of Education. I understand Senator Beall has to leave at 12:30 and perhaps Dr. Schiffman, if arrangements can be made, can be heard after lunch.

STATEMENT OF DR. RICHARD M. PETRE, CONSULTANT IN READING, MARYLAND STATE DEPARTMENT OF EDUCATION

Dr. PETRE. I have a letter from my chief State school officer in support of your bill.

Senator BEALL. Thank you. We will make that a part of the record.

Dr. PETRE. My testimony on the Elementary School Reading Act of 1973 concerns the relationship of the seven basic elements of the bill to the reading priority in Maryland. In this way, you will see how the intent of Senate bill 1318 both complements and extends our work.

In 1971, the Maryland State Board of Education made reading one of its basic priorities. In support of this decision came an increase in personnel hours and budget, as well as a plan of action which emphasized student improvement, staff development, and the use of volunteers and paraprofessionals. In order to reach our maximum performance level, we need the kind of assistance outlined in Senate bill 1318.

The Maryland State Department of Education strongly concurs with the bill's thrust for prevention rather than remediation. Experience clearly indicates that early identification and necessary program adjustment are needed. Statewide screening should be occurring now; we could then do a better job of working with the approximately 20 percent of the students who have potential reading problems. In Baltimore City, this percentage is much higher just as it is in other large cities. This bill would allow the States to correct the many reading problem cases that now exist in Baltimore City and the local counties.

Our State plan does not call for the intensive summer reading program provided in Senate bill 1318. We know only too well, the summer regression problems that exist, but we can only dream of rectifying them because of the cost involved. Only a few local systems hold summer sessions. Unfortunately, the students who need the most help are usually excluded. This bill would help us extend our actions to this important component.

Our staff development emphasis deals with the section of the bill entitled, "Specialization in Reading." The training and retraining of teachers is a continuous task in the rapidly changing field of reading, and perhaps, several illustrations will clarify our needs:

(1) This bill calls for a change of role for the reading teacher and specialist from a remedial to a resource role. We made that change in Maryland and found an immediate need for inservice for both classroom teachers and reading personnel in order to effectively improve reading achievement.

(2) Requiring all elementary teachers and all secondary English and social studies teachers to have basic reading instruction competencies required us to train yearly approximately 4,000–6,000 teachers through 1980.

(3) Only 10 of our 24 school systems have a qualified reading specialist on their central staff in a leadership role.

(4) Reading specialists are highly trained and expensive personnel. Almost half of our systems do not now employ such specialists.

One of the strengths of this bill is to make a provision for specialized staffs in reading. For this to become a reality, Maryland needs help to extend its efforts. Training components are expensive and are most often the first item to be cut from budgets.

The teacher training via instructional television programing in the bill already is happening in Maryland. Staffs have been trained to work with children with special needs. A series to train teachers for adult basic education begins next year. Both of these programs were partially funded through Federal funds. Since television programing costs approximately $1,000 per 30-minute program, one realizes the expense involved, as well as the man-hours necessary to produce quality programs.

We are just beginning to work with the Satellite project for the Appalachia project funded by Congress.

We want to use television not only to train teachers, but also to entice students to the world of reading:

Again, we know what to do. The problem is being able to accomplish it. It is hoped that this bill will unite efforts, produce quality programs and eliminate many poor television series on the screen. Our State Advisory Committee yearly reviews available programs only to reject them because of their poor quality.

Training grants established in S. 1318 parallels our efforts. Such training is paramount. Real, immediate, interacting sessions can never be substituted or excluded from a well-trained reading specialist's background.

I hope the reading corps cited in this section of the bill includes volunteers. Currently, we use 8,000 volunteers in reading. This number is the result of Education Professions Development Act grants and the use of the National Reading Center. Both of these sources have been eliminated. When the triad of students, teachers, and volunteers team together, reading success is high, and volunteers have become an essential factor in classroom instruction. Funding volunteers is a good example of how Federal funds can produce excellent programs. The difficulty is that these programs are not continued when Federal funding ends.

Personally speaking, the "Center for Reading Improvement" is the essential feature of the bill. We cannot alleviate a problem which affects so many students when the causes remain unknown. Included in these needed studies should be scholarly testing of methods and materials for a duration of several years. One only needs to read an historic account of reading in the United States to see the money-making gimmicks, which cost millions, come and go in a 5 years' time span. We can count the dollars lost, but we can't count the cost in reading achievement. These pupils continue in schools with low performance, year after year, until they swell the numbers of failures and dropouts.

Certainly, the development of new and better tests should be a high priority. The whole concept of national norms is archaic. We need to move to instruments which help students and teachers build instructional programs, and this bill will provide necessary personnel, as well as resources, to continue a new approach to goal setting and testing in reading.

The final area in this bill calls for a Presidential reading awards system. We know that building interest, desire and the habit to read must go hand in hand with building basic skills. The intent is excellent, but I am disappointed with the prizes. They should be book ownership and time to read. We know from Durkin's research that the success of reading is fundamental, that exposure to books, being read to, and reading with others are paramount behaviors to develop reading. We know now that we have a Nation in which 95.7 percent of the people can read according to the 1970 census report, yet few people select reading as a personal activity. Let's reward students with time to participate in the art of reading.

The Maryland State Department of Education accepted the national 1969 challenge of Right to Read. Our activities are directed toward eliminating illiteracy for 4.3 percent of our students. Our activities are directed to help approximately 20 percent of the students who will have problems learning to read. This bill provides us essential help. The race of time to 1980 is almost half over at the end of this

1973-1974 school year. Perhaps this bill will determine for the Nation the winner—literacy or illiteracy.

Senator **Beall**. Thank you, Dr. Petre. We are happy to have you with us. Being a Marylander, I have some interest in Maryland programs, with the progress in our State, and trying to develop statewide interest in reading. Just a few questions with regard to your statement.

Using Maryland as an example, you point out at the present time, only 10 of 24 school systems have reading specialists in readership capacity in central headquarters. Is the reason for this because the local school board has not developed the kind of interest in the program or is it the fact that the reading specialists are not available or is it that they cannot afford them?

Dr. **Petre**. Probably all three. Most of the counties that do have a supervisor of reading on their central staff are the urban areas. Rural areas have trouble finding reading specialists, money to finance such a person and, therefore, do not have such a person on their staff. I am sure many of the superintendents and boards of education would like to have such a person.

Senator **Beall**. From your point of view, some of the best help we can give you is financial help, so directed to the reading problem, so local boards would have financial resources to move ahead.

Dr. **Petre**. Right. I think we can solve problems if we have financial help, especially in the areas that we are now working.

Senator **Beall**. We are going through a debate in this committee or about to go through a debate in the next several months, perhaps in the next half-year or so, and we have started on the Elementary and Secondary Education Act. We have started to take testimony. I don't want to overlap in that field today, but I think it is pertinent to the problem we are discussing here.

One of our debates is going to be categorical versus block grant or both. I would not ask you to give us your opinion on what, but one fear frequently voiced regarding the block grant or modified block grant's approval is that various groups lack the political clout to assure continued support for a program.

Does reading have the kind of clout today in our State or in other States that would allow it to get the emphasis it deserves under a block grant system of Federal financial aid?

Dr. **Petre**. I feel it would, with the national emphasis and our State emphasis. I think since it is already a priority in the State, that we certainly have recognized the problem. I may warn you that sometimes I get concerned that reading gets defined very narrowly. Such testimony was also given this morning. You must work with the total language communication process with the child. His looking, listening, speaking, and writing abilities are so interrelated that I would hate to exclude that total package in working with the child to help him reach his best potential.

Senator **Beall**. You also heard the question and discussion this morning relating to the preparation of reading teachers or preparation of teachers in the field of reading. What steps are being taken in Maryland to assure that your new teachers are going to have the kind of training that qualifies them to be reading teachers.

Dr. **Petre**. We have just changed certification requirements so that in 1975 all teachers coming in the elementary level and in secondary, social studies and English, will need a course in the teaching of reading, to be certified. Those teachers who are now teaching and do not have that course, when their certification comes up for renewal between now and 1980, will need to take either a course or a workshop which we are presenting, to give them some basic competencies. This is how we are trying to handle the problem of getting a large corps of teachers trained in the area of reading.

Senator **Beall**. With regard to those new teachers, you say one course in reading is required, is that sufficient to give them the skill?

Dr. **Petre**. Well, we have had testimony from 12 hours to 3 hours to no hours. All people would like lots of training, but when you think about all the other areas they need training in, it was agreed upon 3 hours. My personal feeling is that I would like the teachers coming into the school system to have basic foundation about reading and reading instruction. I think after they get there and teach awhile, in-service programs are much more meaningful once they have had their taste of what it is like to teach reading in a classroom.

Therefore, I would like a compromise between a preservice and in-service package so that teachers will be able to have both. I think it makes them a stronger teacher.

Senator **Beall**. Is it assumed early elementary teachers would have more intensified reading training than other teachers?

Dr. **Petre**. No; they are included in the bill, so they would have the 3 hours.

Senator **Beall**. In the retraining, you mentioned the use of television in Maryland. Our bill suggests that television be used. To what extent are you using it?

You commented in your statement about television. I was rather interested in this.

Dr. **Petre**. If I remember, we have had one program with special needs and 160 teachers have received course instruction by way of television. We do that with our colleges and universities where the teachers not only watch television, but then go to a session so they have interaction. Together with the watching of television programs, plus the interaction with other people, they are being trained.

Now I think that I can answer it better when we start to train the group of people that we need for adult basic reading courses, because this is our problem. We do not have the trained personnel to work with the illiterates and most of the illiterates are adults. I think that starting next fall when we introduce that TV series, we will be able to answer your question, how effective it is at that point. We are also planning four series for students that will be beamed through the eighth grade all over Maryland. This is simply to help in developing interest in reading.

Senator **Beall**. The volunteers that you mentioned in your statement, where do you get your volunteers?

Dr. **Petre**. All over the State of Maryland, I think all but three counties' school systems are involved. These are college people, peers teaching each other, parents, community people, and senior citizens working. They have about 24 hours of instruction prior to going in as a volunteer. We are very happy with that program.

Senator **Beall**. Thank you, Dr. Petre.

Our next witness is Dr. Gilbert B. Schiffman, director, Division of Education, for Johns Hopkins University, the Evening College.

Dr. Schiffman.

STATEMENT OF DR. GILBERT B. SCHIFFMAN, DIRECTOR, DIVISION OF EDUCATION, THE JOHNS HOPKINS UNIVERSITY, THE EVENING COLLEGE, BALTIMORE, MD.

Dr. **Schiffman**. I apologize; I do not have a prepared statement. I was out of town. I will submit one by the end of this week.

Senator **Beall**. Fine. No problem.

Dr. **Schiffman**. I am very happy to be here. I would like to speak to you briefly, realizing that time is a factor, not only as a college instructor, but also formerly a classroom teacher, reading specialist, reading supervisor, and administrator in the large school system.

I must confess that I feel this is a tremendously important bill, because as a former State supervisor of reading and president of the national organization a number of years ago, I have had an opportunity to travel around the country, looking at programs claiming to be meeting the individual needs of youngsters. I have been tremendously disappointed. It seems to me that for the most part we are still teaching children to read the same way we were 25 years ago.

I think we have to accept the fact that we have a very poor track record and this is a very major national problem. I am impressed with some of the work Dr. Holloway is doing with the Right to Read. I think if someone asked me the question of how much money, or can she use more money, I would say without any reservation yes, at least 10 times the amount of money she is getting now.

I would like to briefly then list some of the things that I think are important and tie them into the Beall-Dominick bill in the way I see them interrelated. In other words, I feel if we are going to make it in the school, I think there has to be some agreement, on certain basic principles, at the local unit. This can be the local unit at the school, State or national level. I think there has to be some agreement on what we are talking about. That is one of the reasons so many of our former programs have failed, because I do not believe we were talking about some of the common concepts that are applicable to all programs. Instead we have been concentrating on materials, allied professionals, and things of that sort; and they have not really made it work.

The first basic principle is that we are talking about more than just reading—I used to be a reading teacher a number of years ago—and I had my own commercial kit, and my own half a room. That used to be traditional, to have half a room for reading teachers.

This was my material and I used it and no one else was allowed to touch it. We are talking at least about language block part of time. I think we are stressing the point that in many of our projects, if we are just talking about reading in isolation, I think we are dead. We are talking about language arts, listening, speaking, reading, and writing.

The second basic principle is that we are talking about all teachers. We always glibly say that all teachers are teachers of reading. But we must recognize the fact that many teachers are not trained in this area. I think very definitely that this bill stresses the fact that we are not saying that the reading specialist will take total responsibility. They will introduce specialization into the program. I think that is important, because we know, and it has been brought out again and again in the literature, that we can teach many of the basic reading skills using content material, material in science, social studies, home economics, industrial arts, much more effectively than using basic readers. We are talking about all teachers, including physical education teachers. Any program that would not stress this I think would be deficient.

The third basic principle is early identification. I presented to you a chart of some of our research which has been published, and you might want to study it.

Senator **Beall**. We will put that in the record.

[The material referred to follows:]

TABLE I

Percentage of Corrective Reading Pupils Reading at Their Proper Level After Two Years

Grade	2	3	4	5	6	7	8	9
Extraclassroom corrective instruction received	82%	46%	42%	18%	8%	10%	11%	6%
Extraclassroom corrective instruction not received	1%	6%	6%	1%	.5%	.25%	.25%	

TABLE II

Percentage of Retarded Readers Achieving at Their Instructional Reading Level Three Years After Successful Corrective Remediation

# of Pupils	Grade returned to regular classroom as remediated	Grade when Reevaluated	Percentage still reading at grade level
172	3	6	79%
185	4	7	64%
198	5	8	38%
204	6	9	19%
187	7	10	11%
219	8	11	8%
98	9	12	10%

Dr. SCHIFFMAN. The research shows quantitywise, but more important qualitywise, there is a desperate need for early identification. About 10 years ago, we would rarely find remedial reading programs for children before the fourth grade. We were always waiting for the late bloomer or early reader. We would also wait for a child to see if he is more than 2 years retarded in reading. That figure was brought up today. I do not know where that figure came from. It looks like it came down from the mountain. We have no research to prove that 2 years' retardation is a magic figure. We used to wait to see if children outgrow it.

The bill calls for early identification and, if possible, prevention. I think that is one of the most crucial points of your bill, the whole stress on early identification and possible prevention.

Remember, these are some basic principles. The fourth one is that we have to recognize the wide range of individual differences. If you look at 100,000 children in the United States in fourth grade, and analyze the reading range, it will range anywhere from 1 to 7. I am saying that in a heterogeneous fourth grade population, 100,000 children, we can find a reading range from at least 1 to 7. With good instruction, that range increases. So even though the youngsters may be grouped in a 3.1 level, you will find in that 3.1 a fantastic range of individual differences, and I think we have to recognize this is a basic principle for an effective development program.

The next area is the area of teacher identification. We recognize without question, teachers are not properly trained and, for the most part, local school systems will not only have to teach children but also teach teachers. I think your bill addresses itself to that point very, very well.

Three more basic principles—I think there is no one technique that is going to solve all of our problems. There is no one technique and no one test. The next one is that parents and community people have a part to play. We know that when parents are trained properly and when they are supervised properly, and when teachers know how to use them and want to use them, they can make a great contribution.

But if parents are not trained properly, and not supervised properly, and teachers do not know how to use them or want to use them, then we have got nothing but trouble.

I see your bill stresses this point and I think that is very good. Unfortunately the one part of the bill that worries me is the hiring of the parents on the rotating basis. We know it takes time to train parents to be successful aides. We are talking about instructional aides now, people who are going right into the classroom and assist the teacher in working with the children. I think this is a tremendously important program. We have many programs in Maryland in this area and in other parts of the country, working in this area. I think the last point is, if you want to have effective instructional programs at local level that are going to work, the administration must be involved. In summary, what I am trying to say is that we are talking about more than reading.

We are talking about early identification, wide range of differences, the need for teacher education, no one technique and the role of the parents, and the administration. This last principle is an important one.

I do not believe, no matter how much money you fund for it that you will have a successful program unless it has a cooperative administrator at the local level. A perfect example, where you can get this tremendous cooperation is Baltimore city. It has been mentioned to in your bill. From the right to read we had $100,000 a year seed money; because of total commitment of the top administration, now every teacher in Baltimore city, every aide in Baltimore city, is having inservice programs. Every school in Baltimore city is committed to the right to read.

There is a superintendent, an administrator of leadership who implements the program. If you do not have this, no matter how much funds you have, I think you are dead.

If you agree on those basic principles at the local level, then I think a local school has a chance, and then there are five basic action steps that are applicable. In other words, I am saying that if a local faculty or local school district, having sufficient funds, and most of the things I mentioned so far—we are not talking about really money at this point—there are five action steps that will implement an effective program to solve this illiteracy problem.

The first one is that the local unit is going to have to agree on some array of skills. You may want to call those behaviorial objectives. This is crucial. We still do not have this agreement among reading specialists today. I have the pleasure of working with administrators in different States around the country, and for the most part, somehow it may seem amazing to many people who are not involved in reading, we still do not have an agreement in many cases on what we think are important. In fact, we do not have an agreement on what we mean by reading. You might ask all the experts, the people who were testifying the last couple of days, and I am sure we would have some differences in our definitions.

Next, we have to have proper diagnostic tools. You can have your standardized tests, to show you how these students rate. We need something that tells that classroom teacher where each kid in her classroom is.

I believe that individualized programs are failing in many parts of the country because there are no limits or structure to them. I want a classroom teacher, parent, and student to know, in light of the things that we think are important, where Johnny or Billy stand in relationship to those skills. We are never going to solve this problem with this wide range of individual differences if we do not give the classroom teacher specific understanding where these kids are, in relationship to the skills. I think this is important.

Then we have to have, as was mentioned many times, the proper teacher education programs. I was tremendously impressed with some of the things you have brought out. One of the things is educational TV. Dr. Petre mentioned the kind of things under his direction that we are doing in Maryland. We are very excited about that. Colleges are working together with the State departments and local units, just exactly as the bill spells out, supporting this kind of a program. I also am particularly impressed with the concept of inservice short-range and long-range inservice.

One or two college courses will never be able to effectively train teachers to be really efficient in the classroom in reading. We can give them, as Dick mentioned, the basic requirements, the concept, but where you really make change, is not at the college course. It is not at the faculty meeting after school. It is not on a Saturday. Where you really make change is during the schoolday in a classroom, where you can rearrange furniture and look at small groups of kids. What we are more and more recommending, of course, is that there be combinations. Dr. Petre mentioned cooperation between the colleges, State departments, and local units developing more effective course work at the university level, but also implementing inservice programs, and in some cases bringing the college courses down to the local level.

Too long the tail has been wagging the dog. Far too long we at the university level have been dictating what should be taught in the area of reading. There has to be a marriage. Let us get college professors to come down and teach courses right at the school in many cases right during the schoolday. I think your bill addresses the use of TV very well in this area.

The question of materials is the fourth area. We are talking about having an array of skills, diagnostic tools, having trained teachers, but do we have materials to implement the program? I think our big problem is we have too many materials. I think our big problem is to separate the junk from the effective materials. Educators have been stressing materials for years, and of course we must have satisfactory materials, but the main thing is what we do with the materials. I think we recognize more and more many teachers can teach children to read, using labels of tomato cans. Materials are important, but I think they are not of primary importance. Part of your bill addresses itself to the evaluation of these materials, and this is definitely needed.

The last area is something that we do not talk about very much. In other words, we have skilled teachers today that know the skills, know where children are, are trained and have the materials, but still do not meet the needs of all of the children in the classroom. Why? It is not because they want to put lids on kids. It is not because they hate the children. It is not because they do not know how. If you ask teachers, they will say I do not have enough time. Several times people have been asked the question, OK, if you have that wide range of individual difference, and you have a kid in fifth grade reading on first grade level, how can a classroom teacher handle him, and that is the fifth area. That is why you need administrators involved to go to national reading conferences and other reading conferences. Unfortunately, you will find very few administrators at these meetings.

They are bogged down with so many other kinds of problems. But this fifth area is the important one. Do we have the best organization at the local school level, so we can individualize the program to meet the needs of kids? Can the administration with its staff, looking at the type of children that are there, community involvement, the kinds of materials, can they individualize the program the best way? That might be by team teaching, it might be by early dismissal, might be by learning centers, or by departmentalization. There are many, many ways that vary from school system to school system by which local units can individualize a program which could meet the individual needs of kids.

There is no reason why we cannot have cross grades in grouping. There is no reason why that child in fifth grade cannot work in different groups during different blocks of time. I think these are some of the concepts and ideas, that I hope the bill would come to grips with.

Can we develop different models of organization? I think the idea of the center for reading improvement can really bring about a central. leadership role. What you have stressed in the bill is the basic research I think we have to have some more coordinated basic research. We are now concerned about the term "dyslexia." It is a national conern, and there are national committees that have been looking into this area. But after 10 years we still cannot agree on the name of this disability. We cannot agree on the description, the causes, the frequency of distribution or even the proper treatment. Nevertheless, we are spending millions and millions of dollars in many, many programs for the handicapped, working with these types of children.

We need basic research and need some organization to pull the results of basic research together.

The center for reading improvement talks about looking at effective methods. I think the idea of a model college course and model reading programs which can be adapted and adopted by other States and other schools and other colleges and universities has great, great value. I am tremendously in support of the center for reading improvement. I am tremendously impressed with the fact these projects would be approved by the State agency, because I see the State agency as the coordinating facet and each individual State.

I guess what I have been trying to say in my limited presentation is I am tremendously in support of the bill. I think it brings a fresh outlook. I think the bill calls for, as summarized in the bill, prevention of reading disabilities if possible, if not prevention, early identification and early remediation. That is tremensoudly wholesome. If I had my "druthers." I would like to see this somehow tied in with some of the things that the National Right to Read is doing, because I think they have developed so very many exciting concepts which will have great implications for this total thing. It is a national problem, as everyone of our people has brought forth.

I think I am reminded, in summary of a speech that was presented to the National Reading Center 2 years ago, where people from all over the country attended and Dr. Malquist from Europe, representing the European sector in this area of reading, said, You are now committed—the United States, wealthiest country in the world, to solve the literacy problem. You cannot fail.

"You cannot fail because the rest of us in the free world will be watching you very carefully. If you fail, with our limited resources are we going to be able to do it?"

Unless we can implement the basic concepts I have outlined, I think we will probably have this illiteracy problem for the next 100 years.

Senator **Beall**. Your statement was excellent and well organized. You made a fine presentation. You mentioned the methods by which we teach reading. You seemed to indicate that you have some dissatisfaction with the kind of research that has been done on various methods of teaching reading.

Dr. **Schiffman**. I think one of our big problems is in research, the fact that we have a lot of researchers that know nothing about reading, and a lot of reading people know nothing about research. There has not been a real marriage of the two.

I have been on several national committees where we spent tremendous numbers of hours and time. I am on two hospital staffs now at the University of Johns Hopkins and the University of Maryland, where we are looking at children, every day with severe learning disabilities, and one of our major problems is that we still cannot always agree on terminology.

So we develop tremendous numbers of interdisciplinary committees. This is a sad commentary. We are funding tremendous numbers of programs for disabled children.

But when we try to set up research projects, very often we are doomed to failure before we start.

Although there is a tremendous amount of research in the field, for the most part I feel it is very, very poor. We have this term "dyslexia," and some of the other people in the audience—and in the State of Maryland our Governor appointed a special commission in this area—and we still today cannot agree on what we are talking about. Somewhere along the line I felt an agency at the national level can bring some cohesiveness. I do not care what we call the child we are working with. Let us get some definition of terms.

Senator BEALL. On the subject of terminology, you and others have mentioned the fact that we should not just be talking about reading, we ought to be talking about the language arts. We do not mean to imply that we do not mean language arts in these bills, sometimes you have to use language that will attract public attention.

Dr. SCHIFFMAN. Absolutely correct. I recognize your problem. I just felt that I should stress this, because again in the area of your urban education, we have what we call collaborative study, founded by the Ford Foundation. In Baltimore City they have been looking at 4,000 urban children since conception.

They have been following these children right along the line. We find at the age of 9 or 10 months, 11 months, no basic differences between children. In fact found children alike. But by the age of 18 months to 2 years, we find tremendous differences in linguistic patterns and concept formations. Some of our children in urban settings—let me give an example—receive a test called the standard binet, which measures intellectual ability. I thought this test was something very pure. I would always pooh-pooh standardized tests but the individual binet, I thought was something that came down from the mountain. I could say to a child of 3 or 4, what do you do to make water boil, and the kid might say, "I don't know." If you change the wording of the question and you say, how do you boil water, he will know.

What we are finding in our early childhood programs, when you start children at the age of 2½ or 3, working in language development, concept formations, we found that the change in IQ's was something like 16 points, without dropping the second or third year.

What we were hoping is that, realizing you have to word a bill, but we in a special way should all understand that we are talking about the need to develop concepts, language, and speech, because if you fund a reading program in isolation you will probably fail. This is what we have repeatedly done in the past.

Senator BEALL. You, as others, have mentioned the importance of getting the administration involved in this. How can we, from this point, best help in getting the administration involved?

Dr. **Schiffman**. I think—and probably a majority of my peers will disagree with me; I am speaking as a former administrator—I could say without any reservation, everything here will fail, in my opinion, at a local level if the administrator—who does not have to be expert now—if he does not give support. I would insist that administrators, without question, more so—and I think this sounds wild—than teachers be forced to take in service work in the area of reading; in fact more than reading, the organization of school programs.

How can you organize the local school? I can show you schools, and other people back here can do the same, whereby without any extra money involved, by changing the school schedule, altering school days, by back-to-back scheduling of special teachers, built in released time, school can do the kind of work Dr. Petre was talking about.

I am talking about no financial involvement but a different philosophy of building in released time for teachers. It is important for administrators to be knowledgeable in this area, but be made aware of the different kinds of possibilities.

I work with a large number of administrators, for instance, in the State of New York, who are concerned about this, and once you show them some of the ways it can be done, I find them very receptive, but administrators are faced with so many other kinds of problems that very rarely does the administrator have any insight into this. All we are saying is, "Hey! Principal! You do not have to be expert, but set the stage whereby your staff can design a kind of program." Therefore we think this is important and in-service.

The Association of Secondary Administrators meeting in Atlantic City, meets once a year, and for years a very, very important part of the program was workshops in curriculum and instruction. Because of all the drug abuse, discipline accountability, Federal funding and other concerns, very little is now on the program involving instruction and reading. In other words, there is a much smaller amount today devoted to instruction than it was 10 years ago. I think we have to get administrators involved and if worse comes to worst, funds for them have to be allotted, or somehow funds have to be made available for them to take special courses in this area. I think it is tremendously important.

Senator **Beall**. Thank you, Doctor, very much.

At this time we will receive for the record the statement of Senator Domenici of New Mexico.

STATEMENT OF HON. PETE V. DOMENICI, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

Senator **Domenici**. Mr. Chairman, thank you for this opportunity to give my views and experiences concerning this most important legislative issue. I would like to give my formal statement after relaying to the Committee a few thoughts from fellow New Mexicans on this matter.

On September 14, I sent a letter to every school principal in the State of New Mexico asking their opinions with regard to the provisions of S. 1318, the only reading measure offered at that time. In my letter, I outlined the bill's primary thrusts designed to help alleviate reading failures in our schools. I ask that a copy of that letter follow my remarks today.

The response received in my office was extremely supportive of this legislation. In the October 18th Congressional Record I inserted only a few responses from these fine, conscientious people.

Many principals and teachers wrote to express their concern over the reading difficulties they observed in young students—difficulties which could be overcome with sufficient funds and more trained teachers. Test results from last year showed that the main weakness in the schools in New Mexico was in vocabulary skills—the key to the mastering of reading proficiency. This skill is the basis of a person's success in school and in subsequent adult life.

These concerned educators mentioned again and again the obvious need for action as well as their own helplessness in the face of inadequate funds for additional resource teachers for individualized instruction. However, these same professionals did not give this, or any other, reading measure a blanket acceptance. Many commented on the need for periodic analysis of the programs to spot weaknesses. In other words, these people are not willing to just spend Federal money. They want results. So do I.

Because of my genuine concern for the basics of education and with the facts that I have just described, I could not let the Committee begin to consider its final disposition without hearing from me.

I would like to speak today in support of S. 1318, the Elementary School Reading Emphasis Act of 1973. I am a cosponsor of this bill which was introduced by Senator Beall and Senator Dominick in March of last year. I cannot emphasize enough how important I think it is. In the field of education it seems to me there is no greater priority than teaching our children to read. In order to teach them, it is essential to train people as reading specialists, to insure that elementary schools begin to see reading as a top priority, and to conduct research into the best, most effective means of reading instruction. S. 1318 will go a long way toward accomplishing these goals.

When one considers the statistics it is clear that our schools are not doing an adequate job teaching reading. To begin with, it appears that there are at least 7 million elementary and secondary school children in need of special reading assistance. In our urban areas, 40 to 50% of our children are reading below grade level; in the poorest of these schools, these figures go as high as 70 to 80%. Such reading deficiencies among children do not bode well for the future of our country.

Given the realities of our age, it is close to impossible to survive in this country without being able to read. I'm not talking now about being able to read complicated works of literature. Certainly this is not a requirement for all people. But it is necessary for every citizen to be able to read and comprehend such things as government forms, like social security and medicare applications. It is essential to be able to read and understand the questions and instructions on the exam for a driver's license and to be able to properly fill out the forms to open a bank account. In 1970 Louis Harris and Associates conducted a Nationwide survey to determine the extent of "functional illiteracy" in this country. They found that as many as 18.5 million Americans 16 years and older lack the reading ability they need to survive in our society, in other words these people cannot read or comprehend even the most basic forms or applications.

From my point of view, figures of this sort are devastating. The immediacy of the need is all too clear. The bill we have proposed, while not a panacea for all our reading problems, will concentrate tremendous efforts to overcome reading deficiency at what I consider to be the most important age. Programs funded under this bill will be directed to the remediation of elementary school reading problems. It is our intent to get to the problems either before they have begun, or when they are still new enough to be completely eliminated.

S. 1318 would appropriate $176 million over a three year period for a variety of programs directed at the elementary school child. First, it would provide that children in the first and second grade receive 40 minutes daily of reading instruction by specialists. For children in the third grade and above who are having reading difficulties, it would provide further special instruction. It provides for intensive reading programs during the summer for children who have fallen behind in reading. S. 1318 would also establish a "reading corps" program which would both train reading specialists and encourage them to teach in schools where there is a high concentration of children with reading problems.

Instructional television programs are also included. These would be developed for use with teachers, to train them to become specialists in the field of reading. S. 1318 would also make available grants to develop programs that would improve the professional competency of teachers of reading and principals. By including school principals, this bill insures that reading programs will gain the acceptance of the entire school. If the school leader supports the program and is knowledgeable about it, it is far more likely to be successful than if it were just a small isolated program restricted to a few teachers. Finally our bill would create a Center for Reading Improvement, and provide for a Presidential award for reading achievement.

It is my purpose to speak today in support of the bill I have cosponsored, but I would like to take a few minutes to talk about S. 2069, a bill introduced in June of this last year by Senator Eagleton which is entitled the "National Reading Improvement Act of 1973". While I am not completely in favor of all the proposals of this bill, I think it is important and that Senator Eagleton has made an important contribution to the effort to improve reading.

My biggest problem with this bill is the suspicion that its proposals are spread too thin. It not only intends to reach elementary and secondary school children, but at the same time it proposes to confront the problems of the adult illiterate. I am of course in favor of such a comprehensive attack on the reading problems that plague all levels of our society. At the same time I am pragmatic enough to know that the kind of money that is necessary to do such a job will never be appropriated. At least not any time in the near future. We have witnessed cutbacks in Federal spending for education and a number of presidential vetoes of education appropriations which were "inflationary." I simply don't think a measure which is as vast and as ambitious as S. 2069 stands a chance, given the realities of a realistic national budget.

So I have opted to support a bill that I think stands a good chance of passage and ultimately a good chance of achieving success. It would concentrate on the reading difficulties of elementary school children, helping to overcome deficiencies before they become too acute. We must begin somewhere. And it seems to me that our greatest chances of success at this time are with younger children. Perhaps in later years, as the program has proven successful, and as there are many more qualified reading specialists available, we can expand into the high schools. For now, let's work toward genuine improvement with our younger children.

[The letter referred to in Senator Domenici's statement follows:]

[illegible]
United States Senate
WASHINGTON, D.C. 20510

September 14, 1973

Dear Principal:

I am sure you are aware of the many school children in our State and Country having serious reading difficulties. The statistics are appalling:

7 million elementary and secondary school children are in need of special reading assistance

90% of 700 thousand school drop-outs are poor readers

18 1/2 million adults are functional illiterates

These statistics are disturbing -- to me and to many school administrators and parents who have discussed the problem with me during my campaign for the Senate.

Because of my deep concern in this area, I recently cosponsored legislation, S. 1318, which I believe will help alleviate the problem. For example, the bill would establish a Reading Corps Program and authorize Federal assistance to improve the competency of reading teachers by encouraging additional emphasis in reading courses at colleges for elementary school teachers.

Other major provisions of the bill include:

- authorization of $170 million over three years directed towards reading emphasis projects. Grants for special reading classes, summer reading programs, and progress studies would go to schools with large numbers of students reading below grade level.
- authorization for the development of television courses for reading teachers and developmental programs for students.
- establishes a national education center for research and development to be known as the "Center for Reading Improvement."

For your further information I have enclosed a copy of the statement made by Senator J. Glenn Beall, the sponsor of the bill, which appeared in the CONGRESSIONAL RECORD. Senator Beall's remarks outline in greater detail the provisions of the bill.

S. 1518 is included with a number of other bills dealing with elementary and secondary education pending before the Senate Subcommittee on Education. The Subcommittee hopes it can conclude its hearings during the next several months.

I intend to submit testimony to the Subcommittee during these hearings and I would like to include in my statement comments from representatives from the State of New Mexico.

Do you support my efforts for an attack on the national reading problem? If so, please mark "yes" on the form at the bottom of this letter, tear it off, and mail it back to me (Senator Pete V. Domenici, 1251 New Senate Office Building, Washington, D. C. 20510.

If you have any comments, jot them down in the space provided.

I would appreciate your taking a few minutes now to fill out this form as your response can help me demonstrate to my colleagues in the Congress that there is indeed public concern.

With best wishes,

Sincerely,

Pete V. Domenici
United States Senator

PVD:bkr

P.S. It would be helpful if you would also ask your teachers to express their views on this subject.

Tear along line and mail

Senator Pete V. Domenici, 1251 NSOB, Washington, D.C. 20510
Dear Senator Domenici:

Yes ☐ I support your efforts on the national reading problem.
No ☐ I do not support your efforts.

Comments: (Please Print)

____

____

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[illegible]

Senator **BEALL**. We will now receive the statement of Mr. Kay W. Lumley, a reading consultant and author.

STATEMENT OF MRS. KAY W. LUMLEY, READING CONSULTANT AND AUTHOR

Mrs. **LUMLEY**. My name is Kay Lumley. I am a reading consultant and an author of reading textbooks. I have been a classroom teacher, a reading specialist working with students in the elementary and secondary schools, and with illiterate adults. For seven years I was Director of the Reading Center for the Public Schools of the District of Columbia where I was responsible for selecting and supervising the reading specialists (175) who worked in the schools to help improve reading instruction and to provide special teaching for students having reading difficulties. All this information is my way of telling you that reading instruction has played a major role in my professional life, and for this reason, I am especially grateful to you Senator Beall, and Senator Eagleton for introducing the "Elementary School Reading Emphasis Act of 1973" and the "National Reading Improvement Act of 1973".

It is not necessary to do a lengthy statistical analysis of the state of reading instruction in our schools to find evidence to support the need for these bills, although that would certainly do so. Instead, just read almost any newspaper in the U.S. at the time reading achievement scores are being reported, or take a look at the number of persons rejected from admission to the Armed Forces because of illiteracy. It is shocking and unnecessary.

It is popular to voice concern about the students' poor achievement in reading, but in most major school districts there is little evidence that any major changes are being made in the time alloted to teach this important subject. Since so many subjects and skills depend upon being able to read, it is time to translate our concern into action. At least one hour every day should be used as an average time assigned to teaching reading—obviously this could be adjusted for the proficient reader by giving part of that time to use his reading skills by reading books of his own selection and part of it to increasing his ability to read, his speed of reading, and to keep alive his interest in reading. The student with "problems" needs at least two hours of varied activities aimed to improve his reading skills—until he can read reasonably well and communicate his thoughts there is little chance of the academic success needed to give dignity to his life and break the circle of poverty and personal indignity caused by illiteracy. Constant diagnosis followed by programs to meet individual needs must become a reality if the schools are ever to meet the challenge of eliminating functional illiteracy. These programs must also be provided for out-of-school adults.

Teachers are the recipients of much unjust criticism because their students are reading poorly. It is a rare teacher who is not interested in being a better teacher. Teachers want to be good reading teachers—it is easier and more satisfying to do a job well. The weakness seems to lie in the preparation of teachers, and the inadequate requirement for reading certification set by state accrediting agencies. When requirements increase, then it must follow that the institution of higher education will broaden and strengthen their offerings to meet these requirements. A great step forward for improved reading instruction is the television program for teachers in Senator Beall's bill.

T-V offers a great opportunity to upgrade reading instruction now—not in the distant future. Promising successful programs that have met specific needs can be made available over public television to every corner of our nation. What a great way to disseminate practical help for classroom teachers, specialists and schools and at the same time inform and reassure all Americans that there is a practical and effective national effort to improve reading instruction for all who need this help. In my opinion we have researched ourselves to the point of exhaustion but have not found a practical vehicle to make the findings helpful for the educators who need them. Much great and helpful research is collecting dust because it has been compiled into reports which teachers do not have the time to read. T-V could overcome this obstacle also by presenting both the facts and a demonstration of how these facts can become programs to improve reading instruction.

I would like to note briefly the role of the reading specialist in any program aimed at improving reading instruction. Specialists are viewed in many ways, and used and misused according to the role they are asked to assume. A reading specialist strengthens the reading instruction programs of any school where the services rendered are: (1) to serve as a resource to the classroom teachers and school administrators by planning programs to prevent problems before they develop and must be remembered; (2) offered special instruction (for part of every day) for those students who are not succeeding.

A reading specialist must meet very specific academic requirements, enabling the specialist to diagnosis reading problems, provide programs to remedy these problems, selecting appropriate instructional materials, conduct training programs for teachers, teacher-aides and other personnel, interpret programs for the community, review and evaluate instructional materials including modern technology, and work with all school departments to help subject area teachers understand their role in reading instruction. Thrse are but a few of the duties performed by the reading specialist, who is a valuable resource for any school fortunate enough to find a qualified person to fill this role.

The bills introduced by Senator Beall and Senator Eagleton contain so many badly needed and overdue improvements for our national effort to upgrade reading instruction that it would be a pleasure to comment on each of them, but instead, I pledge full support to cooperate in every way that I can to help make the provisions of these bills become a reality, and now I welcome any questions you may have for me.

The lack of reading power in our country is a national disgrace, the improvement of reading instruction is a national problem, and I urge our national government to solve this problem with programs and financial commitments commensurate with the need. It is time to stop talking and start responding.

Senator **Beall**. I wish to thank all who participated in the course of these hearings.

At this time I order printed in the record the statements of those who could not attend and other pertinent material submitted for the record.

[The information referred to follows:]

Children's Television Workshop

One Lincoln Plaza / New York, N.Y. 10023 / 212 595-3456

October 18, 1973

The Honorable Claireborne Pell
Chairman
Senate Sub committee on Education
4228 New State Office Building
Washington, D.C.

Dear Senator Pell:

The Children's Television Workshop (CTW) would like to go on record in support of Senator Beall's bill (S. 1318), The Elementary School Reading Emphasis Act of 1973. We feel that this effort to strengthen the teaching of reading merits vigorous support.

We note with interest that one of the mandates of the proposed Center for Reading Improvement of NIE will be to explore model reading programs for elementary school youngsters, especially disadvantaged youngsters. The Children's Television Workshop has an interest in the educational uses of technology, and experience in applications of television toward reaching young children when it might still be possible to prevent reading failure. We believe that systematic attempts must be made to help teachers integrate the new instructional technologies into the classroom in a meaningful way.

CTW presently produces "Sesame Street," designed to teach skills to preschoolers, and "The Electric Company," which seeks to teach basic reading skills to elementary pupils.

Attached are summaries of independent research on school use of "The Electric Company," and on the educational impact of the reading series. These evaluations are on-going and results of follow-up research on the continuing and cumulative effects of "The Electric Company" are very encouraging. CTW welcomes further inquiries and would be glad to discuss our research with the committee.

Sincerely,

Vivian M. Horner

Vivian M. Horner, Ph.D.
Director of Research
"The Electric Company"

cc: The Hon. J. Glenn Beall, Jr.
The Hon. Thomas F. Eagleton
The Hon. Peter H. Dominick

VMH:eb

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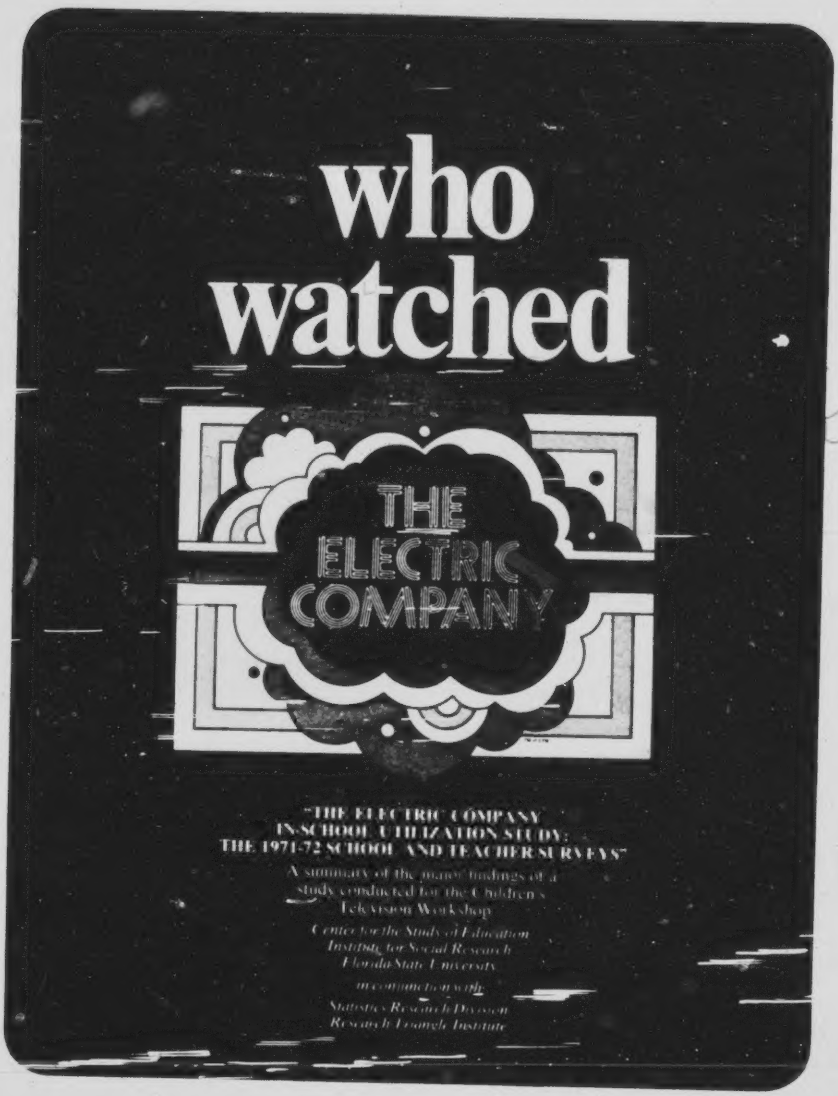

who watched

THE ELECTRIC COMPANY

"THE ELECTRIC COMPANY
IN-SCHOOL UTILIZATION STUDY:
THE 1971-72 SCHOOL AND TEACHER SURVEYS"

A summary of the major findings of a
study conducted for the Children's
Television Workshop

Center for the Study of Education
Institute for Social Research
Florida State University

in connection with

Statistics Research Division
Research Triangle Institute

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Introduction

On October 25, 1971, the Children's Television Workshop began broadcasting its new daily television series, *The Electric Company*.

Using an innovative, entertaining format, the series' principal objective is to help teach basic reading skills to seven-to-ten year olds. It is designed to appeal to a nationwide in-home audience and to students in classrooms. The Workshop has been primarily interested in reaching children while they are in school, where teachers can facilitate and reinforce the objectives of the series, employing it as a supplement to their reading instruction. Within this potential audience, the Workshop identified a narrower target group of poor readers in the second grade.

This report covers two nationwide in-school audience surveys of *The Electric Company* utilization. The first, conducted in the Fall of 1971, surveyed elementary school principals and provided national estimates of utilization levels by different types of schools and pupils. The second, conducted in the Spring of 1972, surveyed teachers who used the series and provided data on the conditions under which pupils were actually viewing it. Among other things, the surveys provide data on how schools and teachers first heard of *The Electric Company*, why they decided to either adopt or not adopt the series, and how the adopters adjusted classroom activities to facilitate viewing.

The report provides a case history of the introduction and use of a new television program in the classroom. But its findings have implications that stretch beyond *The Electric Company* itself, for they include new data on such subjects as the educational and technical capabilities of television, applications of educational technology, and the attitudes of students, teachers and school administrators toward television as an instructional medium.

The full report from which this summary was drawn, titled "THE ELECTRIC COMPANY IN-SCHOOL UTILIZATION STUDY: THE 1971-72 SCHOOL AND TEACHER SURVEYS," was prepared by Dr. Robert E. Herriott and Dr. Roland J. Liebert of Florida State University, with a technical appendix on sampling, data collection, and analysis procedures by Dr. Robert E. Mason of the Research Triangle Institute in North Carolina. The surveys were designed by Dr. Herriott and conducted by the Statistics Research Division of the institute. Funds for the surveys were provided by the Children's Television Workshop.

During its first season *The Electric Company* was funded by grants from the U.S. Office of Education, Ford Foundation, Carnegie Corporation, Corporation for Public Broadcasting and Mobil Oil Corporation.

The Success Of The Electric Company: Highlights

Most innovations in education are exceedingly slow to penetrate school systems. By one authoritative account, it generally takes decades for more than a fraction of schools to adopt new educational methods.* Moreover, the first institutions to innovate have historically been the wealthier, "elite" schools. The quickening pace of technological change, the increasing availability of appealing and sophisticated instructional materials, and the growing interest in the improvement of school performance may well have changed all of this.

Exemplifying these newer developments, *The Electric Company* has recorded a remarkable advancement over previous trends in school innovativeness. If only in terms of the speed and scope of penetration of elementary schools of all kinds, *The Electric Company* must be considered a highly successful venture. Dr. Sidney P. Marland Jr., U. S. Commissioner of Education, said of the series that "perhaps no other innovation in the history of education has made its presence felt among so many people in so short a time."

This point is illustrated by the following list of major findings from the school survey:

- Within two months of its appearance in October 1971, *The Electric Company* was being used by 23 percent of the elementary schools in the United States.
- In schools having full television viewing capabilities the number using *The Electric Company* jumped to 45 percent.
- In large cities, *The Electric Company* was being used by 70 percent of all schools having full television capabilities.
- Approximately two million pupils were viewing *The Electric Company* at school. This figure includes one out of every four second and third graders in large cities.
- *The Electric Company* penetrated every major region and type of community in the country, measured by size and socio-economic status, of residents, with rates upwards of 14 percent of potential viewing schools.
- In general, *The Electric Company* had greatest penetration in urbanized areas, in the North Atlantic and West Southcentral regions, and among pupils who have had greater than average difficulties with reading.
- Schools in communities of low socio-economic status (SES) made a special effort to expose pupils to the series. About one third of the schools that adopted the series in these communities, for example, purchased television equipment to make *The Electric Company* available.

The effect of advance promotion of *The Electric Company*'s existence was illustrated when fully two-thirds of the principals indicated they had heard of the series before receipt of the questionnaire. The report's authors said: "Although we have no standard against which to compare the level of informational saturation, it seems quite high, particularly for a new instructional program. We consider it unlikely that two-thirds of the nation's principals can recall any information about most of the specific educational materials that are available."

The least informed group, and the least use of the series, both occurred in the Southeastern states where CTW reports that broadcast scheduling was probably one factor in low utilization of the program. While all public stations in the area carried the programs, a substantial percentage of them did not do so during school hours. Among these were four statewide educational networks: Georgia, South Carolina, Maryland and Kentucky, where CTW is working to change the situation in the second season.

Teacher And Pupil Response: The second survey, conducted in the spring of 1972, found similarly warm response from teachers and their students who were using *The Electric Company*. Here are some of the major findings of that survey:

- Some 85 percent of teachers said they had "very favorable" overall opinions of *The Electric Company*.
- A total of 43 percent of teachers said that their opinion of the series was more favorable at the end of the school year than it was when they first saw the program. Forty-nine percent reported unchanged opinions.
- Only one percent of the teachers were negative toward the program, and only seven percent had less favorable opinions at the end of the season than at the beginning. Altogether, the response showed a substantial shift toward approval by teachers who used the series throughout the year.
- Teachers reported that their students responded to the series with enthusiasm. 80 percent said that their pupils were "very interested" in *The*

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* An authority on educational innovation, Paul R. Mort, wrote that "Between insight and need," and the introduction of a new way of meeting the need "there is typically a lapse of a half century. Another half-century is required for the diffusion of the adoption. During that half-century of diffusion, the process is not recognized until 3 per cent [illegible] of the country. By that time 15 years of diffusion have elapsed. Thereupon, there is a rapid 20 years of diffusion and then a long period of slow diffusion through the last small percentage of school systems." (Paul R. Mort, "Studies in Educational Innovation from the Institute of Administrative Research: An Overview," in Matthew B. Miles, ed., *Innovation in Education*, New York: Teachers College, Columbia University, 1964, pp. 317-328.)

In contrast, *The Electric Company* was being used in 23 percent of the elementary schools in the U.S. within two months of its debut on television.

Eighty percent of teachers surveyed reported that their pupils were "very interested" in The Electric Company. *Here a pupil responds to a segment from the series in a second grade class of Mrs. Margaret Edwards at the Sophie G. Finn Elementary School at Kingston, N.Y.*

Electric Company, 17 percent noted "slight interest" among their pupils and only one percent generally found "disinterest" among their pupils.

- In addition, 43 percent of all teachers said that student interest in the series had increased over the season.
- As for the effect of *The Electric Company* on the mastery of reading by pupils, the teachers gave the series high marks. Some gains in specific reading skills were reported by more than 80 percent of the teachers. They attributed these gains to *The Electric Company*. Approximately 24 percent noted a great increase in reading interest by their typical pupils as a result of having viewed the series.
- Another 64 percent noted a slight improvement in reading interest, and only 12 percent reported no change.
- Specifically, about 38 percent of teachers noted "a great improvement" in the ability of their typical pupils to decode words as a result of watching the series. Similarly, 21 percent noted "great improvement" in the ability of students to spell words. And 33 percent reported "great improvement" in basic sight vocabulary.

The School Survey

The school survey was designed to identify the in-school viewing audience shortly after *The Electric Company* was first aired, during the second to sixth week of the series. It was not expected that more than three to five percent of either schools or pupils would be tuned in at this early date. Despite this rather pessimistic prediction, it was deemed important to get a fairly accurate estimate of the kind of audience that the series could expect to command while it was still in its earliest, tentative stages.

The objective was to acquire baseline estimates of utilization nationwide, in different regions, in areas of differing social status composition, and in areas of varying urbanization. All of these estimates were to be reported by grade level.

The Survey Design: The findings are based on a stratified sample survey. All public and private schoolls in the U.S. which contain pupils in grade two, three or four constitute the population to which inferences can be made. In selecting the sample, the population was stratified by region, size of community, socio-economic status of community and size of school.

During the first week of November, 1971, questionnaires were mailed to the principals in approximatelly 2,300 sampled schools, 36 percent of whom had replied after one mailed follow-up. During the first week of December a 25 percent random sample of nonresponding principals were interviewed by telephone. In computing population estimates the two types of responses were treated separately. Considerable confidence can be placed in the nationwide estimates available from this survey, for a comparison of enrollment figures computed from this survey with estimates available from the October 1971 Current Population Survey of the U.S. Bureau of the Census revealed differences, on the average of only 1.3 percent.

(The authors of the report noted two limitations deriving from the sample survey. One is the use of "point estimates" in statistical reporting which is obviously not as fully descriptive as interval estimates, and the other is the fact that the school estimates are based on reports by principals, who may not always know in detail what their teachers and other staff are using as instructional materials.)

School Adoption Levels

The significance of school adoption goes beyond the prime objective of giving pupils in school exposure to *The Electric Company*. Adoption in the fall of 1971 also experimentally exposed school staff to the series. This school exposure made possible a test of the program's compatibility with the school program, an assessment of it by teachers who were using it, and an informed basis for deciding how the school could best use the series in the future. In this sense any adoption was a schoolwide experiment. A simple measure of *The Electric Company's* acceptance as an experiment is, then, the number and percent of schools where some pupils were viewing the series—regardless of the number of pupils, teachers or grade levels that were directly involved. Here are some general estimates of adoption levels drawn from the survey:

- During the fall of 1971, there were an estimated 18,811 schools in which some pupils in grades one through six were viewing *The Electric Company*. This comprised approximately 23 percent of all the nation's public and private schools containing grades two, three or four.
- In each of two regions, the North Atlantic and the West Southwest, 28 percent of the schools were using the series. The Great Lakes-Plains region was slightly lower at 21 percent, and the Southeast had the lowest proportion at about 14 percent.
- Nearly half of the large city schools were using *The Electric Company*, compared with about 29 percent of the medium-sized city schools, 20 percent of the small city schools, and 14 percent of the rural and non-urban area schools.
- In the poorer or low socio-economic status communities, about 26 percent of the schools were using the program.

These basic findings indicate that *The Electric Company* met with substantial nationwide acceptance, especially in urban centers, in the East and in the West, and in poor communities. Extensive experimentation with the series was concentrated in urban industrial areas where educational problems have become more salient. Somewhat less involved were areas that we might call "middle America," the Midwest and middle-sized suburban communities. The lowest adoption occurred in rural America, the Southeast and small town communities, where schools may have educational problems of a more traditional nature due to their relatively great distance from urban-centered trends. (For a demographic summary of viewing, see pages 12 and 13.)

These unadjusted estimates do not, however, give a complete picture of the show's acceptance by potential users. One group of schools tuned in to the series, while another group of schools tuned out. But a third group of schools could do neither. They were simply "blacked out." Technical deficiencies were so great as to make viewing of *The Electric Company* either impossible or infeasible in nearly 50 percent of the schools. The inability of these schools to use the series should be distinguished from the non-use of the capable but tuned-out schools (more details on technical deficiencies appear on pages 18-20).

The obvious effect of narrowing the definition of "potential users" is to increase successively the estimates of utilization levels. For example, whereas 23 percent of all elementary schools in the U.S. were tuned in, this estimate increased to 26 percent of schools *in areas where The Electric Company was being broadcast*, to 37 percent of schools *that also had at least one TV set*, and to approximately 45 percent of schools *having full technical capabilities*. This is evidence of remarkable acceptance wherever adoption was technologically feasible.

Adjustments for the technical deficiencies (including access to broadcasts and workable TV sets in sufficient quality and quantity to permit viewing) produced similar increments in utilization estimates for all regional and community strata. The overall impact of these increments may be summarized by focusing on adoption among schools fully capable of receiving and using the series. Here are three findings:

- *The Electric Company's* wide acceptance within cities of more than 150,000 residents becomes even more evident when only TV capable schools are considered. Approximately 70 percent of the big city schools having full TV capabilities were using *The Electric Company*. Assuming that there will always be some TV capable non-users, then the scale of this first season's experimental adoption within large cities probably came close to the saturation point.

- The adoption levels in rural and small town America seemed to be markedly low compared with other areas. The authors concluded that it was clear that this distinction was in large part due to technical deficiencies. Among schools having full capabilities (with TV receivers and access to channels that broadcast the show) adoption within less urbanized communities was about as extensive as it was for the U.S. as a whole. In fact, a greater share of TV capable small city schools (48 percent) were using *The Electric Company* than was true among capable schools in medium or suburban cities (40 percent). Even in the Southeast, the adopt level moves up fairly close to the national use average for the program when only capable schools are considered.

- Finally, it may be gratifying to note that after making adjustments for schools lacking TV capabilities, 49 percent of the fully capable schools in low socio-economic status communities were tuned in. Schools in low SES areas were definitely not left out of *The Electric Company* picture.

To summarize, there was wide variability among regions and community strata in terms of unadjusted adoption levels. However, some of this variability was due to differences in technical capabilities. When only the fully capable schools are considered, most areas of the nation had fairly similar adoption levels (in the 38-49 percent range). When they possessed the ability to use the series, nearly half of the schools in both rural and middle America adopted it. Yet once again higher adoption levels occurred in urban industrial America. In the West-Southwest, for example, a little over half of the TV capable schools were adopters. More notable were large city schools, where a truly outstanding appeal (approximately 70 percent adoption) was strongly evident.

Adopters: Elementary Schools That Used The Electric Company

Table at left shows percentage of adopter schools among the total of the 50,703 schools in the U.S. in localities where The Electric Company was being shown, where at least one TV set was available, and where some pupils viewed the series as part of their regular classroom program during the fall of 1971. Table at right shows percentage of adopter schools among the total of the 42,272 schools in the U.S. having full TV capability, which are defined as those having access to broadcasts and workable TV sets in sufficient quantity and quality to permit viewing of the series in classrooms.

Schools with minimum TV capability	Percent of Schools
United States	37.1
By Region	
North Atlantic	36.3
Great Lakes & Plains	30.0
West & Southwest	48.5
Southeast	36.2
By Size of Community*	
Large City	64.2
Medium City	33.5
Small City	41.1
Other	29.4
By SES of Community*	
High	39.2
Low	42.8

Schools with full TV capability	Percent of Schools
United States	44.5
By Region	
North Atlantic	46.8
Great Lakes & Plains	38.7
West & Southwest	56.0
Southeast	37.7
By Size of Community*	
Large City	70.4
Medium City	40.4
Small City	48.1
Other	39.1
By SES of Community*	
High	47.9
Low	48.9

*Public schools only

School Adoption by Grade Levels

It may be recalled that approximately 23 percent of all surveyed schools had adopted *The Electric Company* for viewing by some grade level. A total of 18 percent of all schools had adopted the program for viewing at the second grade level, the target grade for which the series was designed. Unless this latter finding is put in proper perspective, it may seem low. Indeed, all grade level estimates are lower than the earlier general school estimates. This is because schools distributed their experimental adoptions among various grade levels.

For example, an estimated 13,112 schools containing grade two were using *The Electric Company* in that grade. This is approximately 70 percent of the estimated 18,811 adopter schools in the U.S. More than two-thirds of the adopters took CTW's implicit grade level audience on faith. The other adopters evidently had faith in *The Electric Company*'s promise to attempt also to be instructive at other elementary grade levels as well.

A surprisingly large number of schools were using *The Electric Company* at grades other than two. An estimated 63 percent of all surveyed adopters were using it in third grade, 39 percent in fourth grade, 23 percent in fifth grade, 11 percent in sixth grade, and even 33 percent in first grade.

This suggests two things. Teachers were liberally experimenting with *The Electric Company* according to their own purposes at all school grades, with a special preference for grades two and three. And most schools evidently adopted the series for viewing within two, three and even four or five different school grades.

The Electric Company's Initial Audience Nationwide

Number of pupils in grades one through six who saw the series at school during its first weeks of broadcast during the fall of 1971

	School Grade*						
	1st	2nd	3rd	4th	5th	6th	Total
United States	304,000	682,000	595,000	287,000	158,000	82,000	2,108,000
By Region							
North Atlantic	105,000	249,000	143,000	52,000	4,000	5,000	558,000
Great Lakes & Plains	51,000	171,000	130,000	38,000	14,000	11,000	415,000
West & Southwest	84,000	156,000	202,000	122,000	96,000	28,000	688,000
Southeast	64,000	106,000	120,000	75,000	43,000	37,000	445,000
By Size of Community**							
Large City	113,000	231,000	268,000	134,000	104,000	37,000	887,000
Medium City	29,000	74,000	62,000	23,000	15,000	15,000	218,000
Small City	57,000	169,000	115,000	60,000	11,000	8,000	420,000
Other	60,000	110,000	96,000	65,000	27,000	21,000	379,000
By SES of Community**							
High	153,000	394,000	393,000	179,000	85,000	44,000	1,248,000
Low	106,000	190,000	148,000	103,000	72,000	38,000	657,000

*[illegible]

**[illegible]

Surveys found that "target schools" were clearly favored for the series. Here a pupil enjoys a segment from The Electric Company *in his second grade class.*

The Series Began By Reaching Target Schools

Target schools were defined by the researchers as those having more than the median percent of pupils who are behind grade level in reading skills; in other words, that half of the schools where reading problems were greatest. These are the schools where the promise of *The Electric Company* is most relevant to the needs of pupils. If the series were being used to meet these needs, target schools should be expected to have higher adoption rates than non-target schools.

This was in fact the case. Approximately 25 percent of the target schools throughout the U.S. adopted *The Electric Company* for viewing by some pupils at some grade level. This compares with a 23 percent adoption level for all schools, and with an approximate 20 percent level for non-target schools. In all four regions and in most of the six community strata some differences favoring target school adoption occur. Differentially high adoption by target schools was particularly strong in small cities and low SES communities. Only in medium-sized cities was adoption by target schools substantially less (18 percent) than was adoption by all schools (29 percent).

With regard to target school adoption levels by school grade (in this case, a target school was defined as one having more than the median percent of pupils behind grade level in reading skills for the school grade in question), adoption was generally "on-target" in grades two, three, four and six.

Overall, target schools were clearly favored for the series. These were some of the strongest findings supporting the proposition that *The Electric Company* would be used most wherever its purpose was particularly relevant to pupil needs. (For more on target pupils see page 10.)

Viewing By Pupils

Nationally, an estimated 2,108,000 pupils in grades one through six were viewing *The Electric Company* in school as part of their regular fall 1971 school program. To put the size of this audience in perspective, consider that it represents an average of 112 student viewers in each of the estimated 18,811 adopter schools. In second grade alone, there were an estimated 682,000 viewers, or an average of about 52 per school using the show at this grade. Grades one and three had about 50 viewers per adopter school, and grades four, five, and six each had roughly 40. These findings indicate that the average user school was exposing the equivalent of just under two classes per grade level and three to four classes schoolwide. (Again, these estimates are only for schools containing grades two, three or four.)

It is useful to compare the percent of pupils viewing within a grade with the percent of schools adopting for that grade. For example, whereas 17.7 percent of schools having grade two adopted for that grade, 16.3 percent of pupils in grade two were viewing *The Electric Company*. Similarly, 16.8 percent of schools having grade three adopted for that grade, and 14.4 percent of pupils in third grade were regular in-school viewers. In fact, most of the pupil viewing level estimates were just slightly below the corresponding school adoption level estimates. One implication of this comparison is that wherever *The Electric Company* was being used in a school grade, most of the pupils in that grade were actually viewing.

Given these observations, it is not surprising that the patterns of pupil viewing by region and community type were very similar to the patterns of school adoption within school grades. Consider, for instance, the following conclusions:

- Pupils in large cities were most likely to be exposed to *The Electric Company* and pupils in medium, suburban cities were generally least likely.
- Compared with pupils in high SES communities, those in low SES areas had a higher probability of exposure in all grades but the third.
- High levels of adoption in the West-Southwest were reflected in high viewing levels in this seven-state region (48.5 percent of schools with TV receivers and access to the broadcast).
- Schools in the Southeast and in less urbanized areas generally had relatively low unadjusted viewing levels, although the adjusted estimates (for schools having full capabilities) show that viewing levels in rural America were generally among the highest reported anywhere.

These conclusions reinforce the findings regarding the areas where the series was most widely accepted. They also demonstrate the tendency of low-adoption and low-status areas to have adopter schools which make a special effort to expose great numbers of school grades and pupils to *The Electric Company*.

Target Pupils: Slow Readers

For the purpose of this study, target pupils were defined as those who were behind grade level in reading skills. A standardized measure of reading skills was not feasible in the survey design, nor was one essential. Principals were asked to indicate the proportion of their pupils who were "behind grade level" in reading skills. This provided a relative measure based on the principals' estimates of the standards, pace and relative suc-

Target Pupils Who Tuned In

Percent of all pupils and of target pupils who viewed The Electric Company *at school as a part of their regular school program during the fall of 1971, for the United States*

	School Grade					
	1st	**2nd**	**3rd**	**4th**	**5th**	**6th**
Percent of All Pupils	7.5	16.3	14.4	6.9	3.8	1.9
Percent of Target Pupils	7.1	19.2	16.8	11.0	4.5	2.8

Nationally, an estimated 2,108,000 pupils viewed The Electric Company *in elementary schools during its first weeks. Here Mrs. Kathee Rabsey introduces her second grade students to the series at the John F. Kennedy Elementary School in Kingston, N.Y. shortly after the series went on the air in the fall of 1971.*

cess of the school program in each school. Pupils who were deemed "behind" relative to school standards would probably continue to fall even further behind and become marked with the stigma of failure unless they could somehow be brought back to pace. These pupils and their teachers could be helped if an effort were made to apply resources to their needs. *The Electric Company* was such an effort.

The series was at least modestly successful in finding its way to target pupils. This was indicated, in the first instance, by the number and proportion of viewers who were "on target." An estimated 518,000 in-school viewers, or 25 percent of all viewing pupils, were reported by their principals to be behind grade level in reading skills. These target pupils are found in all regions of the country and in all types of communities, including those of both high and low socio-economic status.

The proportion of viewers who were on-target was highest in *fourth, fifth and sixth* grades, where roughly 30 percent of all viewers were behind in reading skills. In *second and third* grades, about 25 percent of the viewers were on target, and in first grade only about 17 percent were behind in reading. This pattern is in the expected direction if *The Electric Company* were being used to help slow students catch up, for in the higher grades the need for help in reading becomes more obvious and crucial. Being behind in reading is likely to be a severe handicap for the fourth grader, an emerging burden for the second grader, but only a barely discernable problem for the first grader.

As a second measure of *The Electric Company's* success in reaching slow readers, estimates were computed of the proportion of target pupils who were tuned in. These target exposure estimates are most informative when compared with the extent of viewing among all pupils, target and non-target. If the slower readers were favored as viewers of the show, their exposure levels should be higher than the corresponding levels of exposure among all pupils.

In all grades but the first, slow readers were clearly favored as viewers. This pattern favoring target viewing in grades other than first persisted throughout nearly all regional and community strata, with one major exception. Within low SES communities, students in all grades but the fourth were less likely to be *Electric Company* viewers if they were behind in reading than if they were in pace with their grade level. In second grade, for instance, about 18 percent of all pupils but only 13 percent of target pupils were tuned in within low SES community schools.

The exceptional case of low SES communities, and even the more general pattern of high target audience exposure, may have been confounded by differences in the capabilities of schools to adopt *The Electric Company*. It is possible that target pupils in some areas and non-target pupils in other areas had an advantage simply because they attended the best equipped schools. To control for this confounding factor, adjusted estimates were made based only on schools that were sufficiently equipped to have a realistic choice of whether to adopt and who should view.

Surprisingly, the researchers reported, the relatively low target viewing levels persist in the adjusted estimates for low SES communities. Consider the second grade, in which approximately 33 percent of *all* pupils in fully "capable" low SES area schools were *Electric Company* viewers, but only about 22 percent of *target* second graders in such schools were tuned in. Similar differences were found for all six grades in low SES communities, including the higher grades where the rationale for target viewing is strongest. Low SES area schools were evidently adopting *The Electric Company* largely for viewing by non-target pupils.

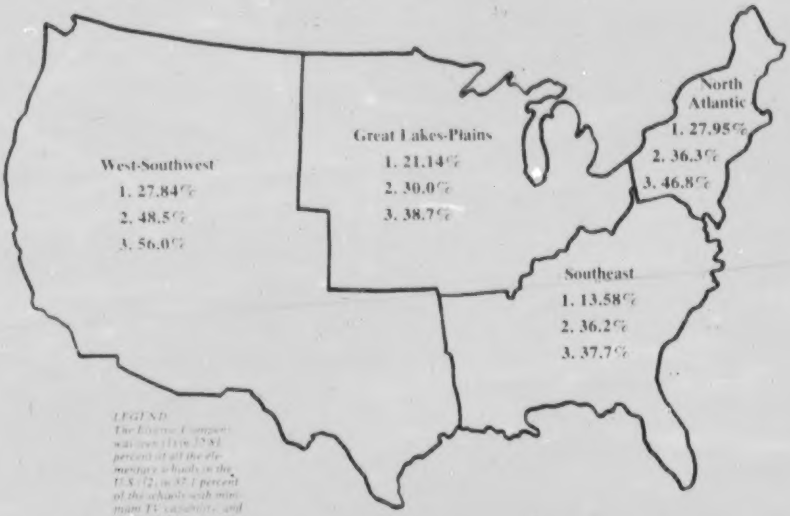
The low SES stratum was not alone in this regard. By narrowing the focus to schools having the capabilities that permit choice, the study found that schools in the Southeast and in small city communities also had viewing patterns favoring non-target pupils within all six grade levels. The least urbanized communities were marginal in this respect, favoring non-target pupils in grades one through three. The producers of the program may take comfort that these were the only areas manifesting this tendency. All other regional and community strata followed the basic nationwide pattern of differentially high viewing levels for target pupils in most grades but the first.

Why was in-school viewing in small town rural America and in low SES communities uniquely unfavorable to target pupils? One possible explanation can be eliminated. It was not because slower readers in these areas disproportionately attended schools lacking access to *The Electric Company*, for the issue emerges most distinctly when one considers only the most TV capable schools. This makes the question all the more intriguing. Unfortunately, the current survey provides no answers. It is only possible to speculate.

Perhaps, the authors suggest, schools in these areas used *The Electric Company* in the same way that a college-track program is used, in many high schools, to facilitate opportunity and cultural enrichment among their more promising students.

In any event, the findings give the Workshop an opportunity to focus additional efforts on reaching more pupils in the target group in these areas. Greater investment in promotional and utilization work among teachers and principals in low SES areas should increase viewing opportunities among these pupils. No one has much experience in television programming or utilization to meet educational needs in low-income communities, but the Children's Television Workshop has demonstrated capability in designing TV programs for this audience and, having penetrated many of the schools in low SES communities with *The Electric Company*, through concentrated efforts should be able to reach pupils in those schools.

The Electric Company: patterns of use



LEGEND
The Electric Company was seen (1) in 27.84 percent of all the elementary schools in the U.S.; (2) in 37.1 percent of the schools with minimum TV capability; and (3) in 44.5 percent of the schools with full TV capability. Figures show percentages of viewing schools in these categories, by region.

Definitions of regional and community stratification categories may be summarized as follows:

Region

North Atlantic: The 12 states north and east of Maryland, Washington, D.C. and Pennsylvania, inclusive of these three.

Southeast: The 10 states east of the Mississippi River and south of the Ohio and Potomac, plus Louisiana and Arkansas.

West-Southwest: Texas, Oklahoma, Colorado, Wyoming, Montana, and west, including Alaska and Hawaii.

Great Lakes-Plains: The remaining states fanning westward from Ohio to North Dakota and Kansas.

Size of Community

Large City: Counties containing a city of at least 180,000 residents in 1970. Nearly all schools in these areas will fall within the "large city" or within its immediate urbanized fringes. Examples of cities that are just large enough to fall in this category include Grand Rapids, Syracuse, Mobile, and St. Petersburg.

Medium City: Counties in the suburban metropolitan ring surrounding "Large City" counties. This ring is identified as a Standard Metropolitan Statistical Area (SMSA) in the U.S. Bureau of the Census reports.

Small City: All other counties containing a central city of 25,000 or more residents in 1970, as well as suburban (SMSA) counties not included in the previous category.

Other: Generally, counties containing no city larger than 24,999 residents in 1970, except suburban counties in SMSA's. This category basically refers to rural or unurbanized areas.

Socio-Economic Status (SES) of Community

Low: Those counties having the largest proportion of individuals whose annual income is less than $3,000, the total population of these counties to be about 25 percent of the total population of the Region by Size of Community stratum. In approximate terms, this means those counties where the poorest one-quarter of the population in each region lives.

High: All other counties.

Nationally, the utilization level findings indicate that *The Electric Company* probably had unprecedented success as a first year experiment. A detailed description of the show's use by region and viewing capabilities appears on the map at left. Utilization was remarkably high, widespread, and generally on target, that is, reaching pupils classified as "behind grade level" in reading skills. The urban industrial areas made the greatest use of the series to meet the greatest need. Suburban and mid-American schools evidently saw less need for the program, but responded with adoption patterns geared to such needs as did exist. Rural and depressed areas made fairly intensive use of *The Electric Company* despite widespread technical deficiencies within their schools, and their tendency to favor exposure among abler students may merely reflect aspirations to help some of their children overcome conditions shared by most of them.

Adjustments for the technical deficiencies (including access to broadcasts and workable TV sets in sufficient quality and quantity) produced increments in utilization estimates for all regional and community strata. For example, whereas 22.8 percent of all elementary schools in the U.S. were tuned in to the series, this estimate increased to 37.1 percent of schools that have minimum TV capability, and to 44.5 percent of schools with full TV capability.

Urban Industrial America

Schools in the most urbanized and industrial areas generally had high technical capabilities, very high adoption levels, and used *The Electric Company* in relatively few grades per adopter school. They also had fairly high pupil viewing levels with an emphasis on exposure among slower readers. This pattern was characteristic of schools in large cities, the West-Southwest, and in the North Atlantic region.

Middle America

Schools in the mid-continent and in middle class areas tended to have fairly high technical capabilities, low adoption levels, and used *The Electric Company* in relatively few grades per adopter school. They had fairly low viewing levels, although the emphasis was on target pupil exposure. This pattern was characteristic of schools in medium sized suburban cities, in the Great Lakes-Plains region, and in the broad middle and upper strata that was termed "high SES communities."

Small Town and Rural America

Schools in this grouping tended to have low technical capabilities, low adoption levels, but used *The Electric Company* in many grades per adopter school. As a result of this multi-grade utilization, pupils' viewing levels were moderate to high, although there was a tendency to provide greatest exposure among non-target or abler pupils. This pattern generally applied to schools in the Southeast and in small city [illegible] rural communities.

Depressed Areas

Low SES communities did not fit into any of the three previous groupings, partly because they include both depressed urban centers and poverty stricken rural areas. The mixing of these different types of low SES communities produced the following pattern: Average capabilities and adoption levels, intensive multi-grade utilization, high viewing levels, and exposure patterns that tended to favor the more promising students in these areas.

The Teacher Survey

The primary objective of the spring 1972 survey of teachers was to identify the conditions under which pupils were viewing *The Electric Company* during the series' first season. Therefore, only teachers who were using the series were surveyed. They not only provided in-depth information on what was happening inside their classrooms, but also were a source of informed evaluations concerning the value and potential of the series in the school program.

In addition, the teacher questionnaire duplicated many of the questions about utilization levels that were asked of principals in the school survey. To facilitate interpretation of an otherwise bulky set of questions, all findings from the teacher questionnaire are reported as national estimates without breaking them down by regional or community strata. For comparison, findings are reported for the subset of teachers who had primary responsibility for second grade pupils as well as for all surveyed teachers.

The Survey Design: In March of 1972, the teacher questionnaire was mailed to a sample of 517 teachers—one teacher at each relevant grade level in each of the schools in which principals answering the fall survey indicated that they had pupils viewing *The Electric Company*. The list of surveyed teachers using the series was provided by these principals. After three waves of mailed questionnaires and a telephone survey of the remaining non-respondents, an overall response rate of 96 percent was obtained. The entire survey was completed in early June.

In computing population estimates from the teacher's reports, adjustments were made for item non-response and for differences in the number of classes represented by each teacher. These procedures increase confidence in the reliability of the findings.

Teachers Grade The Electric Company

The teachers who had pupils viewing *The Electric Company* were generally experienced enough in both teaching and in the use of ITV to be qualified as judges of *The Electric Company's* merit in the classroom. Because they were the first to experiment with the series, their evaluations are particularly interesting. How did they grade the series?

These teachers placed confidence in the potential usefulness of television for the teaching of reading. Barely one percent said that instructional television (ITV) could have little or no use to them under ideal conditions. Fully 46 percent of all teachers and 52 percent of the second grade teachers felt that television could have great usefulness for the teaching of reading.

The Electric Company itself seems to have sparked greater interest in classroom TV among teachers. Some 85 percent said that they had very favorable overall opinions of the series, and 43 percent said that their opinion was more favorable at the end of the school year than it was when they first saw the program. Only one percent were negative toward *The Electric Company*, and only seven percent had less favorable opinions at the end of the season than at the beginning. This indicates a substantial gain in approval by teachers who used the series throughout the year.

The teachers reported that their students responded with similar enthusiasm. Approximately 80 percent said that their pupils were "very interested" in the series, 17 percent noted "slight interest" among their pupils, and only one percent generally found "disinterest" among their pupils. In addition, 43 percent of all teachers said that student interest had increased over the season, and only 15 percent indicated a decline in student interest.

As one teacher wrote on the questionnaire, "As an introduction to reading and as a motivating element for the slow or non-reader, reading is shown to be pleasurable–not painful drudgery or meaningless marks on paper. And any reading difficulty ex-

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Teachers: Who Adopted The Electric Company

It was expected that during the first season of the series most adoptions would be the result of initiative on the part of individual teachers, with perhaps some checking and coordination with principals and other specialized staff. This is evidently what happened. Approximately 74 percent of the teachers said that they participated in the decision to adopt.

Only in answer to the question of who participated did teachers indicate a substantial involvement of other staff. Some 47 percent said that principals of their schools participated in the decision, and 36 percent noted that other teachers in their schools also participated. With respect to who was most responsible for the decision or had final authority, roughly 10 percent of the teachers identified principals or a group of teacher colleagues in their schools.

Other school personnel, from the board of education through reading specialists, were rarely if ever noted as participants. As was expected during this first season, the teachers who used *The Electric Company* were generally the same persons who decided to adopt it. However, in subsequent years, it may prove necessary to elicit the participation of other personnel in order to maintain *The Electric Company* as a relatively stable feature of the school program.

perienced by the child while watching the program is between the TV and himself."

"Some of the class have become considerably more motivated since viewing the show," wrote another teacher on the questionnaire. "The songs and 'Love of Chair' are most popular."

It is unlikely that many other teaching aids or course sequences would score as well as *The Electric Company* among the children who use them, the authors believe.

The Viewing Situation

Some 74 percent of the teachers said that all of the pupils for whom they had instructional responsibility viewed *The Electric Company*. About 18 percent reported that they used the series just for those pupils who were having difficulty with reading, and only three percent said that the series was used for those pupils who were doing well in reading as a form of enrichment. Second grade teachers were more likely to have all of their pupils viewing, with 84 percent indicating this option as to who was viewing. (It may be recalled from the school survey that more than two-thirds of adopter schools used the series in the second grade; also, that wherever the series was used in a grade, most of the pupils in that grade were actually viewing.)

In general, teachers simply opened their entire class to the viewing of the series. Many teachers, about 55 percent, went even further and encouraged their pupils to view the series at home as well. (It is worth noting that 88 percent of the teachers suggested that the program be broadcast on the evenings of the same days that students view it in school.)

Additional pupils were often included in the room when viewing took place. About a third of the teachers reported that their students were joined by pupils from other classes during the program. This produced an average audience size of about 34 children, or a little above the standard classroom size of roughly 25-30.

The actual *viewing* audience was not quite this large. Approximately 17 percent of all teachers (and 11 percent of second grade teachers) reported that there were other pupils in the room who were not assigned to view the series. This presented a very interesting situation in which the non-viewers could become distractions for the viewers.

What were the non-viewers doing? Most teachers who had them in their rooms said that they were either reading individually (47 percent) or writing individually (35 percent), tasks that could be performed with no distraction and even while viewing. Only 14 percent of the teachers having official non-viewers said that they were engaged in the more potentially distractive activity of group work. This situation has the markings of an open classroom, where distraction is often intentionally risked in order to foster self-guidance.

Here are two opinions written by teachers on their questionnaires.

"The kids are really interested and because of the repetition, they can't help but learn. The slower ones pick up things from the faster ones—no segregation as in regular classroom where kids must read aloud individually," wrote one.

But another wrote: "Good for children that need it but not for the whole room as we have it now. We need a place for the children to go for the program and be supervised which would free the teacher to help other students in other subjects, like math for instance."

Actually, not many teachers insisted on the kind of formal, everyone-in-his-place atmosphere of the old school house. Only 25 percent said that their pupils must sit at their desks in their regular locations while viewing *The Electric Company*. About 12 percent said that they must sit in chairs or on the floor in front of the television set. But fully 57 percent permitted students to arrange themselves in whatever way they felt most comfortable. Moreover, teachers rarely made lighting conditions adverse to reading, writing, or other activities. Only three percent made the room completely dark during program time; 20 percent made it considerably darker than usual, and the rest did little or nothing to darken the room. While bright rooms may have been necessary in rooms without shades, teachers probably had some choice in most instances.

Further indications of a generally relaxed atmosphere during the series can be noted in the tendency of students to become actively involved in the program. Teachers reported that

Pre and Post Viewing Activities

One of the ways in which the teachers surveyed encouraged attentiveness and involvement in the television series was through discussion before, during or after viewing.

Just over 80 percent of the teachers felt that discussion prior to the broadcast helped their students to catch the message of the program. Slightly over 90 percent considered it helpful to hold discussions of the program immediately afterward. Most interestingly, a little more than 60 percent of the teachers said that discussion *during* the viewing time was helpful.

It does not seem likely that teachers would consider these discussions helpful unless they had tried them, found them to work, and continued to have them. Such discussions made *The Electric Company* a part of the instructional program, rather than an isolated experience.

on the average their students frequently repeated words aloud as they were presented, and almost always sang along with the music from the program.

The children very rarely became bored, noisy beyond the teacher's tolerance, misbehaving or inattentive, according to the teachers. This signals more than a mood: it suggests interactive participation as well.

The Instructional Context

Viewing and discussion time together consumed a fair share of the school day. Some adjustments in the school program were necessary to make room for this *The Electric Company* segment. Asked what they did to create time, 48 percent of all teachers and 53 percent of the second grade teachers said that they had forsaken some of the time previously allocated to other forms of reading instruction. They evidently considered *The Electric Company* a better means of achieving the same end, at least on an experimental basis. About 42 percent of the teachers said that time was made available by taking some emphasis off other subjects. More surprisingly, 14 percent also said that some of the time previously allocated to recesses or lunch periods was used for *The Electric Company* viewing. Perhaps during the first season, schools found it preferable to make program changes in areas that were most flexible.

After these adjustments were made, *The Electric Company* became the major means of televised instruction used by teachers who had pupils tuned in to the series. Teachers reported that on the average they had their typical pupil watching ITV 38 minutes during the typical day. Admittedly, it is asking a great deal of teachers to identify typical days and pupils, but if their reports are at all valid they indicate that most but not all of their ITV viewing time was devoted to *The Electric Company*. For many teachers, this meant a shift from some other ITV programs to this series. Approximately 17 percent said that they had used ITV at least once a day during the previous year, and another 36 percent had used ITV at least once a week. The tabulations do not measure the degree to which teachers previously acquainted with other ITV programs found the new program to be more desirable. The findings do indicate that ITV was not new to 71 percent of the teachers using the program, and that for many teachers the series had advantages over the standard ITV fare.

The classrooms into which *The Electric Company* entered generally had some other modern instructional aids in regular use by students. For example, teachers using it reported that on the average their students were using audio tapes or records and video films or filmstrips 28 minutes each "typical" day. Programmed textbooks were used on the average 13 minutes a day. Together with these instructional aids, teachers reported an average of 68 minutes devoted to published texts, workbooks, or worksheets, together with an average of 32 minutes devoted to locally produced print materials. Overall, the electronically powered aids were used by the typical pupil for a little over an hour each school day, compared with just under two hours for the more conventional print materials. Presumably, most of the rest of the school day was devoted to discussion, recitation, games, and other basically oral procedures.

A surprisingly large proportion of user teachers were employing progressive notions about how to organize and provide resources to their students.

The use of *The Electric Company* in some schools where such notions are not so deeply accepted may be a stimulant for further innovation in the direction of the modal *The Electric Company* user school and classroom. *The Electric Company* may, in other words, have a long-run effect on the conditions under which it is viewed, helping to bring to fruition in some schools conditions that seem highly compatible with *The Electric Company* in so many schools.

Conclusions

After all of the various minor and sometimes not so minor problems of getting *The Electric Company* into the classroom, and despite numerous difficulties with the reception or the equipment, in the end the series seems to have inspired confidence among most teachers, enthusiasm among most viewers and, most important, greater interest and competence in reading among students. These evaluations by teachers may sometimes credit *The Electric Company* where the teachers or pupils themselves were really due the credit, but then the purpose of an instructional aid such as the television program is to give focus to the efforts of people. Thus *The Electric Company* evidently did quite well, the researchers said.

The Pupils: What Teachers Observed

Teachers were also asked to evaluate the series in terms of the effect that it had on the mastery of reading by pupils. Approximately 24 percent noted a great increase in reading interest by their typical pupils as a result of having viewed *The Electric Company*. Another 64 percent noted a slight improvement in reading interest, and only 12 percent reported no change in reading interest. Less than one half of one percent perceived a decline in interest.

As one teacher wrote on the questionnaire, "I am very pleased with the results *The Electric Company* has shown in my classroom. It has increased reading interest and helped so much in phonics. The program has helped us all around."

The general tendency of the series to arouse student interest evidently had the desired consequence of increasing student reading abilities. About 28 percent of the teachers noted a "great improvement" in the ability of their typical pupils to decode words as a result of being tuned in to *The Electric Company*. Similarly, 21 percent noted great improvement in the ability of their typical pupils to spell words, a "bonus" in that the series does not count spelling among its goals. Finally, 33 percent found great improvement in basic sight vocabulary as a result of viewing.

"This is an extremely good program especially for remedial students because of its emphasis on the phonics and language skills," one teacher wrote on the questionnaire. Another penned: "The children are constantly drilled phonetically. *The Electric Company* works beautifully. Rules are repetitious, which never hurts. The children think it's great to see and hear rules, vocabulary words, etc. which they have already learned."

Some gains, either great or slight, were reported by more than 80 percent of the teachers for all three types of reading skills. Because teachers attributed these gains directly to the series, they are accomplishments of which *The Electric Company* can be proud.

Following are four questions from the Spring survey, with the tabulated responses of teachers, concerning their observations of pupil reactions to the series.

30. To what degree has the *reading interest* of your typical pupils changed as a result of their having viewed "The Electric Company?"

— it has declined
12% it has remained unchanged
64% it has improved slightly
24% it has improved greatly

31. To what degree has the *ability* of your typical pupils *to decode words* changed as a result of their having viewed "The Electric Company?"

— it has declined
5% it has remained unchanged
67% it has improved slightly
28% it has improved greatly

32. To what degree has the *ability* of your typical pupils *to spell words* changed as a result of their having viewed "The Electric Company?"

— it has declined
18% it has remained unchanged
61% it has improved slightly
21% it has improved greatly

33. To what degree has the *basic sight vocabulary* of your typical pupils changed as a result of their having viewed "The Electric Company?"

— it has declined
4% it has remained unchanged
63% it has improved slightly
33% it has improved greatly

Television Viewing In Schools: 1971-72

The major barrier to utilization of *The Electric Company* during its first year was not willingness but access. There was little evidence that school principals surveyed were unwilling to experiment with new instructional techniques such as this series, and the program encountered little resistance on purely pedagogical or ideological grounds.

Technical Deficiencies

Nor was lack of information a major reason for non-use of *The Electric Company* in schools. If it were the major reason, the Children's Television Workshop could assure itself of a far larger audience simply by getting out more information. Promotion alone would, however, probably have little effect. "More important is the need to awaken schools, governments, and interested persons to the technical deficiencies which many schools experience," the researchers said.

On the average, schools *seem* to have greater technical capability than they are currently utilizing. The *average* number of TV channels (both commercial and educational) that could be received in the viewing area of schools was 4.6. In no re[illegible] size of community, or SES of community stratum did this average fall much below 4.0. It seems fair to assume that wherever there are at least four channels one is likely to be educational. This supports the rather casual impression that the nation is fairly well covered by the TV medium and even by PBS broadcasters.

Technical Capabilities in Classrooms

The findings on technical capabilities regarding instructional television must be distinguished from some recent reports indicating wide availability of new technologies in schools. The most pertinent report of this nature was prepared in 1971 by the U.S. Office of Education on the basis of a spring 1970 survey conducted by the National Center for Educational Statistics. This USOE survey found that fully 77 percent of public elementary schools had TV sets "available to any of the staff for classroom use."

However, some of these sets may not have been in working order or available for the use of all teachers or all types of programs, and some may not have had access to ITV broadcasts. Significantly, the USOE survey also found that approximately 57 percent of public elementary schools were using TV in the classroom to help students learn. This is just few points higher than the estimate of the level of technical capability to view *The Electric Company* in classrooms, which this study set at about 51 percent.

The researchers conclude that if ITV and *The Electric Company* are to become much more widely used by schools, a substantial effort needs to be made to increase the number of schools having technical access to the medium. School TV sets will have to be purchased, updated, repaired or converted to a frequency that is compatible with educational telecasts. Broadcasters will need to be persuaded to air programs such as *The Electric Company* during school hours. Without efforts to overcome these deficiencies, half of the elementary schools in America will remain out of step with the pace of instructional innovation and out of reach of opportunities available to the other half.

Why Some Schools Couldn't Use The Electric Company

Percentage of schools reporting one or more technical deficiencies

Degree of Deficiency	Percent of Schools
Could not receive broadcast	12.6%
Could not receive, or had no TV sets	38.5%
Could not receive, had no TV sets, or had insufficient quality or quantity of TV sets	48.7%

Another average also seems to indicate broad capability of schools to use TV. On the average, TV sets were available for one of every four classrooms nationwide, and for not less than one out of every six classrooms in each of the various strata or areas of the nation. These figures suggest that if TV sets are shared by several classrooms, most will have direct access to a set. Unfortunately, other data collected raises questions about these generalizations. Among schools using *The Electric Company*, the ratio of TV sets to classrooms approaches one set for every two classrooms. But among schools not using the series the ratio is one-to-five nationwide and as low as one-to-seven in some regions.

Clearly, many schools—particularly non-users of *The Electric Company*—lack sufficient hardware to make extensive use of instructional television as a part of the regular classroom program.

To estimate the extent of deficient hardware and related resources, information on three types of technical capabilities was collected.

Principals were asked whether they were in areas where *The Electric Company* was being broadcast, whether they had any television sets available for instructional use, and whether their sets were of sufficient quantity and quality to make instructional viewing feasible. This last item comprises three of the reasons for not using the series: (1) that the receivers in a school were capable of receiving only VHF channels whereas *The Electric Company* is broadcast locally on a UHF channel, (2) that the school did not have a sufficient number of receivers to permit viewing of the series, and (3) that the receivers in a school were not of sufficient quality to permit viewing. Each of these technical considerations imposes a severe constraint on the school's ability to employ TV for instructional purposes.

The cumulative effect of technical deficiencies is overwhelming. An estimated 48.7 percent of the schools in the United States were unable to adopt *The Electric Company* because of these factors. This essentially divides the nation's schools in half. If these deficiencies remain, *The Electric Company* will not be able to reach more than 51.3 percent of the schools in the nation. Even many large cities, including those within the North Atlantic region, had many schools that were deficient.

Activities to Aid Viewing

Schools that used *The Electric Company* often facilitated viewing by making some adjustments and adaptations in how they grouped students, arranged class schedules, prepared teachers, and equipped rooms with TV receivers. Principals were asked to provide some basic information about these facilitative activities and the extent to which they undertook them. The principals' responses concern efforts of whole schools or of staff who were in some way undertaking activities known to the principal.

Equipping the classroom was an essential facilitating activity. Most adopter schools already had sufficient TV sets and related equipment to permit some viewing. Many nonadopter schools had inadequate equipment and could not easily make up their deficiencies. However, some schools were able and willing to invest in the purchase or rental of TV equipment.

In order to facilitate viewing of *The Electric Company*, about four percent of all surveyed schools across the nation purchased TV equipment, and about one percent rented equipment. The scale of this investment becomes much larger when taken as a percent of adopter schools, for among the adopters, about 17 percent purchased and four percent rented TV equipment.

Investment in the purchase of equipment was most widespread in

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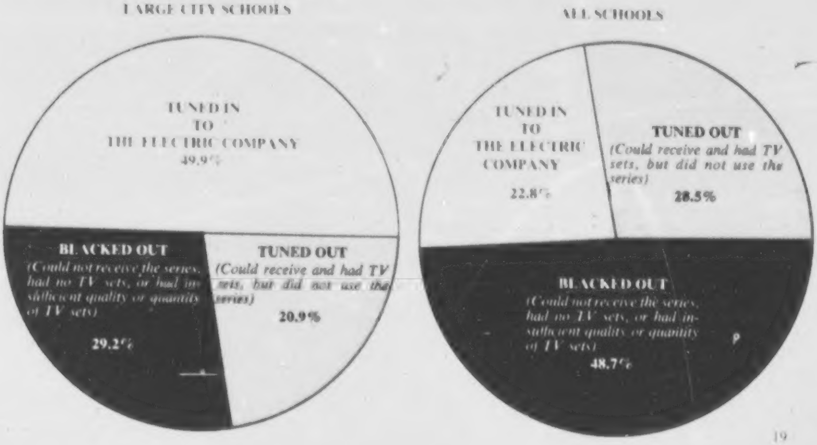
Classroom Television in the U.S.: 1971-72

About 97 percent of all homes in the U.S. have television sets. But only about 51 percent of all elementary schools have sets. Forty-five percent of the schools with full television viewing capabilities tuned into the first weeks of The Electric Company. Graph at right depicts national percentages of viewing schools; graph at left shows percentages of viewing schools in cities of more than 180,000 residents. (Both tables are based on all elementary schools in the country.)



the West-Southwest, large cities, rural communities, and low SES communities. *In low SES areas alone about one-third of the adopter schools purchased TV equipment.*

These findings indicate unexpected strong commitment by many schools in depressed areas to draw from typically hard-pressed budgets in order to facilitate immediate viewing of *The Electric Company*. However, some caution should be exercised in making this interpretation. It is not known how much capital was actually invested by the typical school, nor whether the equipment build-up was part of a regular updating of teaching aids, nor whether the equipment was acquired for viewing of other TV programs as well as *The Electric Company*. Moreover, staff in many similar schools may have had an equally strong desire to use *The Electric Company*, but could not arrange the necessary investment.

Some rearrangement of class schedules often was undertaken. About 12 percent of all schools, or just over half of the adopting schools, made special scheduling arrangements to facilitate viewing. A major problem in making these arrangements was finding time in the school program for the half-hour each weekday when the show was being broadcast. Not all schools could free up this time five days a week, and some may have found it undesirable to do so. As a consequence, the average viewer was tuned in about four days a week. This is another measure of the intensiveness of utilization.

For whatever reasons, viewing in doubled up and auditorium contexts occurred frequently but did not predominate. Most principals of adopter schools reported that their pupils were viewing *The Electric Company* in the same way that they generally did most other school assignments, alone in their regular classrooms. This was true for all grade levels in the overall nationwide finding.

To summarize, principals reported that first year adoption entailed relatively little investment, preparation or rearrangement of schedules or classes. Most adopter schools found *The Electric Company* easily adaptable with minimal facilitation. Some schools did make special efforts to undertake these facilitating activities, and in doing so they often invested not only in the series but also in the long run capabilities of their instructional resources. This may have been one of the more desirable side effects of *The Electric Company's* appearance in fall of 1971.

Viewing Conditions As Seen By Teachers

High quality reception of *The Electric Company* may not have been essential for the series to be effective, but it most likely helped. In terms of the quality of reception, optimal viewing conditions probably were obtained wherever color sets having large screens received the broadcast without distortion, interference, garbled audio or other reception difficulties.

The quality that color production adds to *The Electric Company*, as to many other television shows, consists of more varied contrasts, easier identification of objects, and a richer and more appealing texture. Yet only five percent of the teachers reported in the spring survey that their pupils were viewing the show in color. The remaining 95 percent had pupils viewing in black and white.

The mark of austerity was also present in the average size of television screens, which teachers reported to be about 21 inches. This seems closer to the scale of home receivers than to what might be ideally desired for classrooms. We do not know whether such small screens risk some loss of pupil attentiveness, but it would seem important for educators to investigate and weigh this probability against the costs of larger color equipment.

A more obvious problem in the quality of reception was encountered by nearly a third of the teachers who reported that their TV sets were not always receiving or reproducing the signal well. About 10 percent of the total respondents attributed the problem to sets that did not work well, with 22 percent finding fault with poor "transmission" of the series.

Many of these difficulties may have been due to the frequent use of "rabbit ears" as the only antenna. Some 42 percent of the teachers reported using rabbit ears, relatively weak receiving devices, especially when they are deep inside a large building where electronic interference may be stronger than the desired broadcast signal. Only about 30 percent of the teachers reported use of antennas "on the school" itself, with the remaining 30 percent indicating a cable hookup. These findings demonstrate a clear need for substantial investment in reception equipment if instructional television is to become a more efficient aid to teachers.

How the series was transmitted and received entails some other aspects of interest. For example, all but one percent of the teachers reported using a single TV set at a time. All but nine percent of the teachers said that *The Electric Company* could be viewed on only one channel during the school day. And all but 28 percent indicated that the channel on which pupils viewed the series was in the VHF range between channels 2 and 13.

The relatively low use of the UHF range (above channel 13) may be more indicative of how school TV sets were equipped than how the series was broadcast, for a disproportionate share of educational television stations broadcast in the UHF range. (Some of the principals answering the Fall questionnaire said that they were not using the series because their schools had the standard VHF equipment and *The Electric Company* was being broadcast on a UHF channel.)

Major barriers to use of The Electric Company *during its first season were not willingness but access, the survey concluded. Technical deficiencies in TV capability in classrooms around the country were found to be "overwhelming." Here second graders at the John F. Kennedy School in Kingston, N.Y. face an interruption in viewing as a faulty set is replaced by the school custodian.*

Future Research

The first season of *The Electric Company* may be considered a highly successful experimental partnership between producers, sponsors, broadcasters, and the schools, and their staff and students. According to the conductors of the study, Dr. Robert E. Herriott and Dr. Roland J. Liebert:

"The first season was also an experiment for those of us who were involved in the survey of in-school utilization patterns. We know of no comparable national survey of where and how a school innovation was being used. Most of what is known about educational innovation derives from case studies, small area surveys, unrepresentative or non-random sample surveys of the membership of national associations, or general state and national surveys of school resources.

By producing the survey reported in this document, the Children's Television Workshop pioneered in the development of a thorough nationwide sample survey of schools and teachers using a specific new instructional aid."

The success of this survey may be measured in several ways. First, there is the confidence that we can place in the reliability of the findings due to the professional skills that the Research Triangle Institute applied to the tasks of sampling and estimation. Second, the findings covered more topics and uncovered more issues than was originally anticipated for the survey. And finally, through the cooperation of principals and teachers who were asked to provide detailed information, a sufficiently high response rate was obtained to permit basic estimates indicating *The Electric Company's* widespread and enthusiastic acceptance.

The second year survey now in progress offers a unique opportunity to assess changes in utilization levels and patterns from the first year that an innovation was available to the second year. Some overall increase in utilization might be expected. More interesting is the issue of which types of schools were late adopters, which types dropped the series from their school programs, which types remained uninitiated, and which types were steadfast users. This is essentially a question of identifying trends in the patterns of diffusion.

Related to this issue is the question of information penetration. Will schools in the second year generally have more information about *The Electric Company*? Where will the new second year users get their information? Taking a lesson from the first year survey, two-time non-adopters will be asked what kind of information they think they need before they can make a decision. And those who dropped the series will be asked whether they had received unfavorable reports about it, and the source of those reports. In short, the flow of communications as they affect the fate of innovation in schools will be traced.

The first report placed heavy emphasis on deficiencies in the technical capabilities of schools. This was because most of the non-user schools cited deficiencies of various kinds as reasons for not adopting the series. Two changes will be made to clarify and possibly expand on this theme. First, school principals and teachers will be asked to define the nature of their viewing capabilities or deficiencies more precisely; for example, whether the problem was due to antennas, sets, or broadcasting limitations. Second, the extent to which investments were made in equipment in order to use *The Electric Company* and what kind of investments were made in equipment in order to use *The Electric Company*, and what kind of investments technically deficient non-users consider to be of highest priority will be assessed. This will permit us to measure what schools are able and willing to do to overcome deficiencies.

In one sense, the emphasis on technology in the first year study may have been misplaced. Many principals may have used technical deficiencies as a diplomatic excuse. More information should be gathered about the probable pedagogical reasons that underlie non-adoption by some schools and adoption by others. This will take some delicacy in framing questions having non-negative connotations regarding different kinds of pedagogical values. It will also require framing questions that do not permit easy attribution of non-adoption to technical considerations.

Related to pedagogy is the larger issue of school modernization, and on this, too, the second year survey will provide a unique opportunity to measure development over time. Teachers may be most informative on this matter, for they can tell us whether the series stimulated them to make changes in the classroom program, resources used, organization of students, or objectives of their teaching other than the changes that may have occurred during the show time itself.

The issue of target pupil viewing, or in some areas non-viewing, needs further exploration through questions designed to find out why schools are using the program.

The problem of sample size will be even greater during Year Two than it was during Year One, when the researchers will wish to make separate tabulations for first year users only, second year users only, both year users, and two-time non-users. To facilitate the attainment of these objectives, a large sample three-stage research program will be designed.

The first stage will consist of a November 1972 postcard survey of principals in 15,000 randomly sampled public and private schools containing grade 2, 3 or 4. The postcard will ask principals whether their schools were using *The Electric Company* during its first season and dur- its second season. Two-year users will then receive a special questionnaire to assess more thoroughly the extent of utilization, equipment available, sources of information, and so forth.

Similarly, principals in each of the other three viewing categories will also receive special questionnaires keyed to the kind of issues raised by whether they were new adopters, early adopters who dropped the series, or two-time non-users. All sampled principals will be asked to provide the names of teachers who are using the series, and during the spring of 1973, in turn, these teachers will be mailed special questionnaires keyed to the year or years when they had their children tuned in.

It is expected that the entire Year Two study will produce extensive information about school development and innovation, even though it is primarily focused on only the single phenomenon of *The Electric Company*.

Here are some sample comments teachers wrote about The Electric Company on the questionnaire used in the spring survey:

—"*The Electric Company is very interesting, enjoyable and beneficial not only to the students but also to the instructor.*"

—"*It is useful to all my pupils. It is a review of sounds for my brighter pupils and makes concepts easier for my slower ones after viewing program.*"

—"*Very good general application to phonics. Drill is especially good. Language skills are very good.*"

—"*Please accept our appreciation for your wonderful efforts and the delightful performances of your entire cast. While evaluating the effect of your program as being most systematically planned but a bit frantic in its effort to hold interest, we think you are succeeding and hope you will continue for a long time.*"

—"*Makes reading much more meaningful.*"

—"*It is good enough that it should be a part of all primary reading programs.*"

—"*Excellent—Also, since we live in a white suburb, the show helps children relate at least a little to people of a different race.*"

—"*High interest levels and pupil involvement with participation as a group without the risk of individual response. Everyone reads successfully and feels good after this program.*"

—"*I am very satisfied with the program. The children look forward to this period.*"

—"*I am sometimes distressed by the use of poor grammar and English that sometimes is employed. It may make the characters funnier or whatever but it is hard after spending so much time on proper grammar to then hear it misused. I have noticed this occurring less than before however. I don't know if it's intentional or not.*"

—"*All my children enjoy this program equally. The reading levels range from 3.0 to 6.9 plus at this time—yet not one is bored or not interested.*"

—"*Sometimes things are repeated too much, causing occasional boredom. I commend the actors and actresses for their fine part in this program.*"

—"*The children that need it most don't watch it long enough to get the value from it.*"

—"*Thank you for giving me a 'third hand.' Classes like mine really enjoy the shows and this gives me a 'break' in which to work with individual children. Keep up the good work!*"

A SUMMARY OF THE MAJOR FINDINGS
FROM
"READING WITH TELEVISION: AN EVALUATION OF THE ELECTRIC COMPANY"

A report by:

SAMUEL BALL

GERRY ANN BOGATZ

EDUCATIONAL TESTING SERVICE

Princeton, New Jersey

March, 1973

The Electric Company, second of the educational ventures of Children's Television Workshop, was telecast daily for one-half hour by more than 220 stations, nearly all non-commercial, in the United States during an inaugural season beginning October 25, 1971, and ending April 21, 1972. The program's first year was funded by the United States Office of Education, The Ford Foundation, Carnegie Corporation, The Corporation for Public Broadcasting, and the Mobil Oil Corporation.

Summary prepared by James J. Morisseau

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BACKGROUND

The Electric Company represents the first large-scale experiment in the use of television in teaching reading skills to young children. As such, there was a need to evaluate the program to determine whether the 26-week series was effective in meeting the goals set for it by Children's Television Workshop (CTW) and its educational advisors.

To meet the need, CTW circulated a request for proposals for the evaluation of the first year of The Electric Company, its content, and its approach. The contract was awarded to Educational Testing Service (ETS) -- a non-profit educational measurement and research organization in Princeton, New Jersey. ETS has conducted evaluations of the first two years of the CTW-produced Sesame Street.

Among the questions ETS explored were:

--What are the program's effects on first through fourth grade classes who view The Electric Company in school?

--What are the effects of viewing The Electric Company in school on its main target audience -- that segment of second, third, and fourth graders who are experiencing reading difficulties?

--What are the program's effects on similar groups of children who view at home rather than in school?

--Does frequency of viewing affect the program's impact on at-home viewers?

--What are the effects of the program in each of the 19 main curriculum areas for the show's first season?

--What are the program's effects on viewers of Spanish background, on blacks and on whites, and on boys and on girls?

--Is the program more effective when seen in color rather than in black and white?

--Does the program affect the attitudes of children toward reading or school?

--Does the program affect the attitudes of teachers or parents toward the children and their reading performance? What are the attitudes of teachers toward the program?

ETS has published its findings in a report entitled READING WITH TELEVISION: AN EVALUATION OF THE ELECTRIC COMPANY.* The following is a summary of some of the highlights and major conclusions of the full report.

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* Copies of the full text of the final two-volume report are available from the Educational Resources Information Center (ERIC), Document Reproduction Service. YM 002433 and 34

MAJOR POSITIVE FINDINGS

Television can be an effective classroom tool in helping first through fourth graders learn to read.

The ETS study clearly indicates that as a result of watching The Electric Company in school during the 1971-72 inaugural broadcast year, viewing classes made significantly greater gains than non-viewing classes in the reading skills the program was designed to teach. The program had a clear and significant impact on its primary target audience -- second grade children who were in the bottom half of their class as indicated by standardized reading test scores -- indicating the program was an effective instructional supplement for children who were beginning to experience reading difficulty.

- The program, according to the ETS findings, also was successful on first-grade classes that viewed in school. The first graders were not among the primary target audience for whom the program originally was designed.

- The program had a significant impact on third and fourth grade classes that viewed in school, although the effect was somewhat less than on the lower grades.

- The program was successful in producing gains among first and second grade classes across almost all of the 19 major curriculum areas built into the program and tested in the ETS study. Some positive effects on a standardized reading test was also found.

- The program had a similar effect on all groups who viewed in school -- Spanish background, blacks, whites, boys, and girls.

- The program won a generally favorable reaction from teachers who found it useful in teaching and reviewing certain reading skills.

THE PROGRAM

The Electric Company is built around a specific set of curriculum goals developed by CTW's educational advisors and its research and production personnel. The goals are premised on the need to give children some tools required for "decoding," the process of extracting meaning from written messages.

Specific goals for the first season included 19 curriculum areas grouped under such categories as consonants, vowels, and consonant "blends" (for example, "bl," "dr," "st"); letter groups or "chunks" (like "[illegible]," "ch," "ar"); scanning for structure (for example, recognizing that a final "e" changes the sound of a word); and reading for meaning.

The 130 half-hour programs were telecast daily from the end of October to the end of April. The curriculum provides a "cafeteria" of instructional approaches to teaching basic reading skills. This is made possible through a segmented and varied format of short, varied components, including live performances, some film, and cartoon animation.

The Electric Company in its first season was aimed at second, third and fourth graders, with a main target audience of second graders who score in the lower half of their grade on standard reading achievement tests, and on third and fourth grade pupils scoring in the lowest quarter of their grades on the standardized tests.

THE SAMPLE

The evaluation of the effects of viewing The Electric Company in school involved 100 public school classrooms in each of two sites--Fresno, California, and Youngstown, Ohio. Half of the classrooms studied in each site were randomly assigned as viewing classes and the other half as non-viewing.

The sites were selected on two criteria. The first was control of viewing conditions. In both locations, children from designated non-viewing classes were not able to view the program. In Fresno, the program was telecast to viewing classes only over the county school system's closed circuit network. In Youngstown, there was no educational television station and the program was telecast to viewing classes only over a commercial outlet. In neither site was the show telecast after school hours.

The second criterion was demographic variety. Fresno County, a largely rural area, offered the opportunity to test the program's impact on rural children and, at the same time, on children of Spanish background (comprising about 30 percent of the Fresno sample). Youngstown provided an opportunity to examine effects on urban youngsters (50 percent of the sample was black).

An attempt was made to evaluate the effects of viewing The Electric Company at home in Los Angeles, Ca., and Washington, D.C. The 200 predominantly black children sampled were designated as either encouraged or not-encouraged to view the program at home during after-school hours. These two sites were selected because it was thought that control groups could be maintained in these UHF (ultra high frequency) areas.

In all, the total sample included [illegible] first through fourth grade children in home and classroom. It should be noted that the children viewed [illegible], so that most of the analyses of the data were based on class performance and not on the performance of individual pupils.

THE TESTS

The evaluation of The Electric Company involved a battery of tests administered to classes both prior to and following the broadcast season. The key element was a 123-question test, "The Electric Battery," designed to assess children's performance on the program's curriculum objectives rather than their general reading performance. "The Electric Battery" included 19 subtests under the 4 major curriculum goal areas: blending letter sounds, chunking groups of letters, scanning for structure and reading for meaning. The questions in "The Electric Battery" sampled skills associated with each of the goal areas.

First grade children, having little previous formal reading instruction behind them, were given a shorter, 24-question version of the battery at pretest.

The battery also included assessments of children's attitudes toward reading and toward school and their preferences in subject matter. A random 20 percent of all children also received a 42-question, individually administered test which assessed their abilities to read aloud certain sounds, words, and word groups.

In addition, questionnaires were employed with both teachers and parents to evaluate the program's impact on such areas as parent, teacher, and pupil attitudes. All viewing and encouraged classes were observed during regular reading instruction in an effort to relate classroom reading instruction and reading preformance.

Finally, a section of the standardized Metropolitan Achievement Test was administered to each grade level before the broadcast season to identify target children and after the season to measure gains in general reading ability. In Richmond and Washington, measures of amount of viewing of The Electric Company were also part of the evaluation.

THE RESULTS

The evaluation of The Electric Company was essentially a matter of determining whether classes that viewed made greater gains in certain reading skills than classes that did not view. The Electric Company audience is made up of school-aged children, all of whom can be assumed to be gaining from their school experience in the same areas that make up the program's objectives. The evaluation is thus a determination of whether classes that watched made gains over and above those achieved through regular classroom instruction.

The In-School Viewing Study

The ETS study, as noted earlier, clearly indicated that The Electric Company was successful in achieveing its major goals, particularly with target readers in second grade and with first-grade classes that viewed in school. The series benefited children at different levels of reading achievement and in first and second grades this benefit included improvement in almost all of the 19 main curriculum areas. The series also benefited third and fourth grade classes, but to a lesser extent than in the lower grades.

On the 123-question battery, the advantage from viewing was found to be significant in every grade. First grade viewing classes had an estimated 5.5 point advantage at posttest over non-viewing classes in Fresno; in Youngstown, the estimated advantage from viewing was 10.2 points. In second grade viewing classes, the estimated advantage was 5.8 points in Fresno and 2.2 points in Youngstown. In third grade, the estimated gain was 2.4 point in both sites and in fourth grade it was just over 1 point.

The smaller gains in the higher grades may have been the result of a "ceiling effect" -- that is, many of the children at pretest already had mastered many of the skills assessed in the battery. Therefore, these children had little to gain on this test battery: third and fourth grade classes at pretest averaged scores of 94 and 106, respectively, on the 123 questions. It may be that the test were too limited in difficulty and that a more challenging test instrument would have produced evidence of greater gains. Another possibility is that some poorer readers in the third and fourth grades, with a history of reading difficulty, already had developed negative attitudes toward reading and toward school and thus had difficulty benefiting from the program.

The study indicated that viewing classes in first and second grades made significant gains across almost the full spectrum of the program's curriculum goals. Examination of the scores on items designed to test achievement in the program's sub-goals (Page 12) indicates that the overall scores were the results of gains in almost all of the goal areas.

The two most striking examples were among second grade target viewers in Fresno, who scored significantly more than non-viewers in 17 of the 19 subtest areas, and among first grade viewers in Youngstown, who scored significantly more than their non-viewing counterparts in 18 of the areas. (Page 14).

Looked at another way, within the target second grade test group in Fresno, the viewers gained an additional 2.5 percent to 19.0 percent more than non-viewers. The average percentage advantage among viewers was 8.7 percent. (Page 9).

In addition, a significant gain was made on a standardized reading test by viewing classes in Youngstown first grade and in Fresno fourth grade.

Also important was a finding in the ETS study that gains due to viewing occurred whether time for viewing was normally taken from or added to regular reading instruction. Gains were about equal in classes where The Electric Company was viewed during time normally devoted to reading instruction and in classes viewing during the time normally devoted to instruction in other subject matters.

The effects of viewing the program in school appeared to be similar for all groups of children, regardless of ethnic background or sex. Similar gains were registered for girls and boys, blacks and whites, and children from Spanish-speaking and English-speaking backgrounds.

And a number of additional findings were noted.

Teachers in general and first-grade teachers in particular reported favorable attitudes toward the program.

At the first-grade level, parents of viewing children regarded their children as better readers than did parents of non-viewing children. (Similar reactions were not found at the higher grade levels and no other parental attitude changes were noted.) The attitudes of children toward school and reading did not seem to be affected by the program.

No difference in achievement was found between children who viewed the program in school in color and those who viewed it in black and white. The study did not measure motivational aspects of viewing in color vs. black and white.

The At-Home Viewing Study

The evaluation of the effects of viewing The Electric Company at home did not provide conclusive results. In both Washington and Richmond, children in classes that were not encouraged to view at home viewed on their own almost as much as children in encouraged classes. Since amount of viewing between the two groups was not very different, it is not surprising that gains were also quite similar.

Attempts to see if the amount that children viewed at home had any affect upon scores turned up no systematic differences among children of differing levels of viewing. One possible conclusion is that amount of viewing the show at home did not influence scores. An alternative possibility is that the measures used were not precise enough to accurately assess amount of viewing.

FOLLOW-UP STUDIES

To evaluate an experimental educational effort adequately is a long-term project. The first year findings indicate that the in-school viewing of the program was successful in meeting its immediate goals. The final "report card" will not be in until follow-up studies can be made of the target audience to determine whether the program has a lasting impact on their reading ability.

As an example, it was not possible in a first year study to determine whether the program has the desired effect of preventing reading failure among first and second-grade pupils. Nor was it possible to explore such questions as whether the failure of older children can be reversed.

Accordingly, CTW has commissioned ETS to undertake a second-year study of The Electric Company, following second and third grade classes in Fresno and Youngstown that last year were first and second grade classes. Included will be children who were in non-viewing classes last year but who are in viewing classes this year -- and vice versa -- as well as children who were not included in the first-year study. The new study will make it possible to evaluate the impact of two years of viewing and one year of viewing and to further look at the program's influence on viewers' attitudes toward school and reading.

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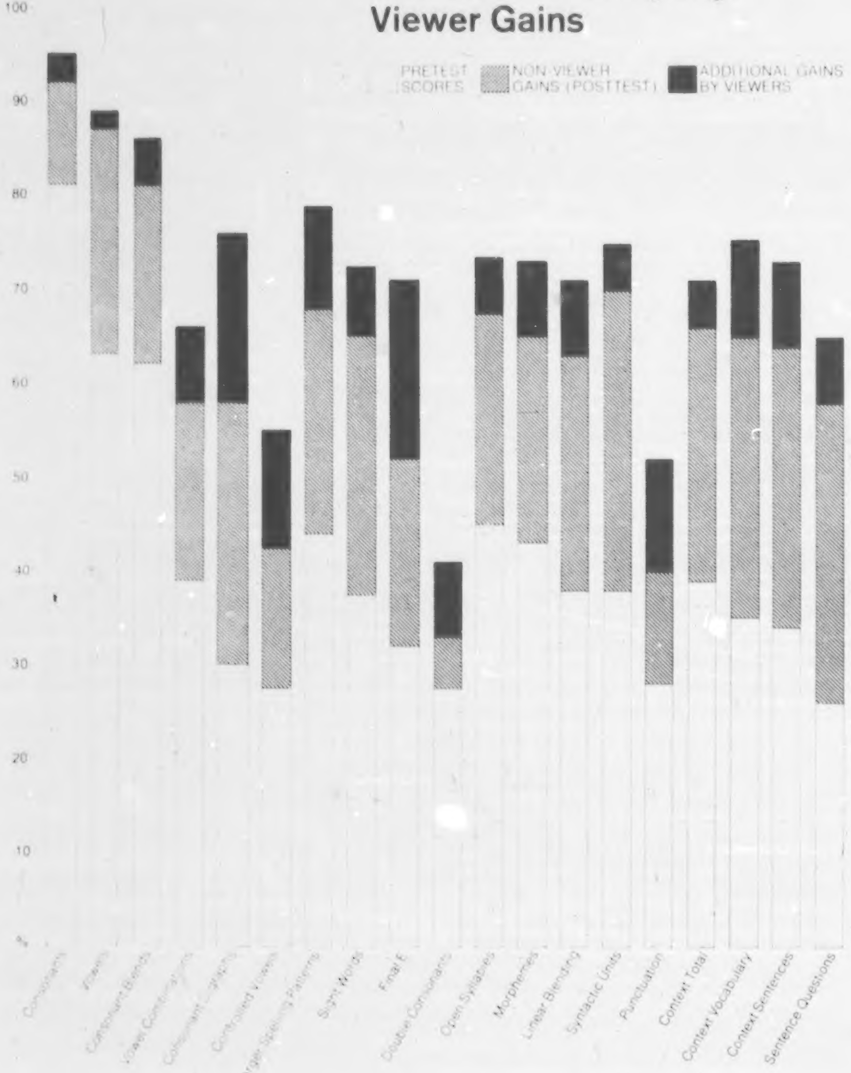
According to findings by the Educational Testing Service, second grade target viewers in Fresno, California, scored significantly higher than non-viewers in 17 of the 19 subtest areas and slightly higher than non-viewers in the other 2 areas in the evaluation of the television series. Chart illustrates additional percentage gain made by the target viewers in the subtests, which correspond to the 19 curriculum goals of the first season. Across the range of subtests, viewers gained from 2.5 percent to 19 percent more than non-viewers on the questions passed after pretest, and the average advantage among viewers was 8.7 percent. The chart shows percentage of each subtest answered correctly at pretest, the percentage of gains made by non-viewers during the study, and the additional gains made by viewers. "Target" students are those who at pretest scored in the lower half of a nationally normed reading test. The Fresno viewers were among 8,363 grade school pupils who were tested by ETS before the series began and again at the end of the 130 daily, half-hour programs that made up the first broadcast season.

The Electric Company: Viewer Gains



Excerpts From 'The Electric Battery'

The Educational Testing Service's evaluation study of the new TV series "The Electric Company" produced these posttest averages from sets of viewers and non-viewers of the program.

TEST	First Grade				Second Grade			
	Fresno		Youngstown		Fresno		Youngstown	
	Viewers	Non-Viewers	Viewers	Non-Viewers	Viewers	Non-Viewers	Viewers	Non-Viewers
Consonant Digraphs								
ph	48%	28%	60%	17%	83%	46%	95%	61%
[illegible]	62	63	68	55	92	82	92	87
th	69	63	66	52	81	67	83	82
[illegible]**sh**	60	53	69	58	90	82	92	87
sh[illegible]	48	34	38	24	72	48	67	57
ch[illegible]	46	37	57	38	77	59	85	76
Larger Spelling Patterns								
all	64	60	77	59	86	78	89	83
[illegible]**igh**	60	58	58	39	85	75	85	82
[illegible]**all**	75	81	89	83	91	83	95	90
alk	57	51	69	43	86	70	88	83
[illegible]**ing**	49	40	51	39	74	60	75	68
Final E								
[illegible]**e**	43	38	47	29	75	61	82	75
[illegible]**e**	55	51	61	43	80	71	86	81
[illegible]**e**	48	37	50	37	74	56	72	63
[illegible]**e**	75	61	71	56	91	72	90	85
[illegible]**e**	34	20	33	12	50	27	50	31
[illegible]**e**	55	50	53	42	80	62	76	68
Morphemes								
[illegible]	92	91	91	89	99	96	99	99
[illegible]	68	75	84	73	94	91	98	98
[illegible]	41	47	55	36	78	62	78	74
[illegible]	29	38	33	24	54	39	48	35
[illegible]	45	44	59	38	81	90	84	82
[illegible]	70	78	85	78	94	90	97	97
[illegible]	53	59	70	54	83	66	87	84
[illegible]	44	44	60	37	74	58	83	77
[illegible]	29	29	27	25	30	35	29	24
[illegible]	56	52	70	62	82	74	99	88

[illegible]

TEST	First Grade				Second Grade			
	Fresno		Youngstown		Fresno		Youngstown	
	Viewers	Non-Viewers	Viewers	Non-Viewers	Viewers	Non-Viewers	Viewers	Non-Viewers
Linear Blending								
He swings the bat	**63%**	57%	**67%**	61%	**86%**	78%	**90%**	84%
[illegible] is wearing a skirt	**65**	51	**68**	46	**81**	68	**85**	77
The cat is white	72	72	**78**	68	**91**	86	**96**	95
He is [illegible] the horse	**41**	36	**56**	43	**67**	50	**72**	67
The book [illegible] the [illegible]	60	**63**	**81**	70	**90**	87	**95**	94
The water [illegible]	**35**	24	**36**	23	**60**	48	**67**	56
Chunking by Parts of Speech								
noun	**68**	65	**79**	73	**85**	78	**91**	86
[illegible]	**44**	37	**52**	33	**74**	54	**87**	73
verb	49	**51**	**77**	59	**85**	79	**93**	88
preposition	**43**	38	**64**	42	**79**	66	**83**	77
adjective	51	**52**	**68**	54	**78**	74	**84**	76
verb [illegible]	67	**69**	**76**	59	**95**	87	**97**	92
adjective	58	**63**	**76**	63	**87**	77	**91**	87
Punctuation								
cap & period	37	**42**	**45**	27	**76**	56	**68**	64
[illegible]	**49**	36	**66**	43	**66**	53	**75**	53
[illegible] exclamation	**38**	28	**50**	34	**64**	37	**69**	48
[illegible]	**26**	22	**35**	25	**35**	29	**45**	32
cap, question mark	26	**28**	**37**	29	**50**	43	**62**	54
Sight Words								
basketball	53	**64**	**70**	54	**86**	78	**94**	93
hippopotamus	**50**	37	**57**	35	**84**	67	**86**	73
refrigerator	**47**	44	**57**	39	**68**	59	**75**	68
helicopter	58	**60**	**67**	49	**82**	77	**85**	79
Sight Words in Sentences								
tricycle	**62**	61	**70**	51	**88**	79	**94**	90
refrigerator	53	**55**	**63**	50	**84**	69	**84**	83
hippopotamus	**56**	53	**58**	42	**82**	69	**87**	77
helicopter	**59**	55	**63**	47	**85**	73	**92**	84
basketball	69	**70**	**84**	74	**94**	89	**98**	96
Answering Questions About Sentences								
bus	**62**	52	**69**	54	**80**	75	**86**	80
animal	**42**	39	**59**	46	**79**	67	**86**	78
large	**31**	27	**43**	28	**62**	56	**77**	66
two	49	**52**	**59**	36	**81**	68	**87**	80
a ball	**50**	45	**58**	43	**76**	67	**80**	75
his father	39	**47**	**59**	38	**79**	65	**90**	83
a fish	**39**	36	**44**	32	**72**	60	**80**	69
a glass	**38**	31	**47**	29	**66**	55	**76**	64

How Electric Company Viewers Fared: Pattern of Achievement

Chart, based on findings by Educational Testing Service, details areas where viewing classes scored significantly higher than non-viewing classes in Fresno, Calif., and Youngstown, Ohio. Included in the second grade study were "target" students who saw the show regularly and scored in the lower half according to national reading norms, and "non-target" students reading at or above grade level. Third and fourth grade "target" students were those scoring in the lowest quarter, again using the national norms.

A definite pattern favoring viewers emerges in the 123-question test covering the 19 curriculum areas included in the experimental series' first season. Greatest gains were made by second graders who were rated as poor readers, and by first grade classes. All four grades showed some progress as a result of viewing the show. Where differences are not considered significant, the grid is left blank, meaning the probability of differences happening by chance alone is more than 10 percent. ETS tested 8,363 grade schoolers before the series began and again at the end of the 130 daily half-hour programs that made up the first broadcast season.

		Grade One: (All Target) TOTAL	
TEST AND SUBTESTS	Number of Items	Fresno	Youngstown
Matching Words	8		●
Blending Total	28	●	●
Consonants	13	●	●
Vowels	6	●	●
Consonant Blends	9		●
Chunking Total	28	●	●
Vowel Combinations	9	●	●
Consonant Digraphs	6	●	●
Controlled Vowels	4		
Larger Spelling Patterns	5	●	●
Sight Words	4		●
Scanning Total	14	●	●
Final E	6	●	●
Double Consonants	4		●
Open Syllables	4		●
Reading for Meaning Total	45	●	●
Morphemes	10		●
Linear Blending	6	●	●
Syntactic Units	7		●
Punctuation	5	●	●
Context Total	9		●
Context Vocabulary	4	●	●
Context Sentences	4	●	●
Sentence Questions	8		●
Grand Total	123	●	●

Grade Two:				Grade Three:				Grade Four:			
TARGET		NON-TARGET		TARGET		NON-TARGET		TARGET		NON-TARGET	
Fresno	Youngstown	Fresno	Youngstown	Fresno	Youngstown	Fresno	Youngstown	Fresno	Youngstown	Fresno	Youngstown
■						■					■
■ ■ ■	■	■ X			■		■ ■	■	■	■	■
■ ■ ■ ■ ■ ■	■ ■ ■	■ ■	■	■ ■	■ ■ ■ ■	■	■ ■	■ ■ ■ ■ ■		■ ■ ■ ■	■ ■ ■ ■
■ ■ ■ ■	■ ■ ■	■		■ ■		■ ■	■ ■ ■ ■	■ ■	■ ■	■ ■ ■ ■	■ ■ ■
■ ■ ■ ■ ■ ■ ■ ■	■ ■ ■ ■ ■ ■ ■ ■		■ ■	■ ■ ■	■	■ ■ ■	■ ■ ■	■	X X ■	■	■ ■ ■ X ■
■	■	■	■	■	■	■	■	■		■	■

In all boxes where squares appear, there is a 90 out of 100 or better chance that the differences favoring the show's viewers occurred as a result of their watching The Electric Company rather than by chance. Blank boxes on the grid indicate areas where differences are not considered significant. (The several X marks on the grid indicate where differences favored non-viewers.)

Impact of The Electric Company On Beginning Readers

[illegible]

	First Grade				Second Grade			
	Fresno		Youngstown		Fresno		Youngstown	
	Viewers	Non-Viewers	Viewers	Non-Viewers	Viewers	Non-Viewers	Viewers	Non-Viewers
Sounds in Words								
[illegible]	69%	69%	77%	65%	98%	95%	99%	94%
[illegible]	65	50	57	31	90	80	92	85
[illegible]	70	59	76	63	94	82	96	90
ay	53	57	57	37	94	81	95	85
[illegible]	69	69	84	56	98	82	100	93
[illegible]	59	62	61	43	93	74	95	81
[illegible]	51	39	70	37	83	59	90	84
[illegible]	80	79	95	83	100	100	98	100
[illegible]	63	65	67	49	100	93	98	93
[illegible]	65	54	37	21	78	68	82	69
[illegible]	69	76	88	91	96	88	98	98
[illegible]	11	12	11	4	50	46	53	37
Sounds in Nonsense Words								
[illegible]	70	65	81	52	95	86	94	92
[illegible]	62	59	66	39	86	64	77	74
oy	53	44	70	45	73	75	83	71
ng	53	41	50	18	74	71	75	57
[illegible]	69	53	40	17	85	71	71	58
[illegible]	27	27	22	4	41	33	42	21
[illegible]	16	14	11	4	55	49	51	39
[illegible]	62	51	59	39	80	64	80	69
[illegible]	33	28	30	39	53	51	58	39
[illegible]	32	16	24	14	62	36	41	24
[illegible]	33	24	29	2	64	50	59	46
ght	29	16	32	13	62	46	76	59
[illegible]	62	55	47	31	95	72	81	66
[illegible]	43	36	27	13	64	44	63	44
[illegible]	50	38	33	17	70	57	66	58
[illegible]	36	16	43	36	52	38	60	59
Reading Words in Sentences								
[illegible]	84	83	89	71	98	94	98	97
[illegible]	54	61	84	56	96	92	96	93
[illegible]	82	69	90	64	98	96	100	97
[illegible]	62	57	93	91	86	80	100	98
[illegible]	91	93	95	81	100	100	100	100
[illegible]	80	93	95	83	100	100	99	97
[illegible]	65	57	84	67	91	94	99	94
[illegible]	91	88	95	84	99	100	100	98
[illegible]	35	21	40	15	69	57	78	60
[illegible]	64	65	97	90	83	77	100	99
Scrambled Sentences								
[illegible]	27	37	40	19	71	51	80	62
[illegible]	70	64	91	84	96	88	98	99
[illegible]	52	45	67	27	86	64	93	78
[illegible]	27	20	36	19	70	48	72	58

[illegible]

October 31, 1973

The Honorable Claiborne Pell
Chairman
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate
Washington, D. C. 20510

Dear Senator Pell:

Thank you for your invitation to testify before the Education Subcommittee of the Senate Committee on Labor and Public Welfare, September 12. I regret I was unable to accept the invitation as I was out of the country at that time.

We at Reading Is Fundamental (RIF) attach major significance to the bills under consideration by your committee. We are presenting for the record a statement describing the work of RIF and how we believe its activities relate to the proposed legislation.

RIF is a national, non-profit, tax-exempt organization designed to motivate children to read. Its two-fold goal is: to create the desire to read among all children at an early age by showing them that reading is fun, not a chore; to demonstrate that books are as essential to a child as are paper, pen and ink, and that books should be available to all children -- to own, borrow and buy.

The concept of the program is quite simple: given free choice and the opportunity to own their own books, children discover the wealth of enjoyment and fun in reading that often eludes them in the classroom situation. Most RIF programs have been implemented with the cooperation of local school systems, who recognize the value of RIF as an educational resource for the school.

To this end, RIF programs work closely with school boards, principals, librarians and teachers to insure that the values

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RIF, Inc.
[illegible]
[illegible]
Washington, [illegible]
[illegible]

of "free choice" and "pride of ownership" are preserved while capitalizing on the children's newly found interest in books and reading.

Of prime importance to the RIF program is the involvement of parents of the children who are receiving the books. The by-products of parent involvement, cited in city after city, are the parents' greater interest and ability to cope with the educational needs of their children.

Local RIF projects report: children are reading more -- for fun, and are learning, too; they are asking for books as gifts and are joining public libraries; parents are buying books for their children, reading to them, reading themselves; they are organizing book fairs where thousands of books are sold.

The RIF idea is bringing together businesses, civic, fraternal and educational groups in joint efforts to support the projects.

RIF has worked closely with Right to Read. Dr. Ruth Holloway, Director of Right to Read of the Office of Education, sent a letter to school-based Right to Read Centers commending support of a joint Right to Read/RIF effort. There are 19 active and 50 developing RIF programs in Right to Read Centers.

Librarians say that when Reading Is Fundamental goes into action, school library circulation leaps. Teachers, principals, reading specialists report that children are reading more, building home libraries, exchanging books with their friends.

Through National RIF's efforts with local projects, millions of paperbacks have been distributed throughout the U. S. to children who never before owned a single book. National RIF provides a variety of services for local projects, giving guidance in organizing, raising funds, ordering books. Its regional directors work with local projects to help solve individual problems for project directors. It serves as a go-between, bringing together persons interested in having RIF in individual communities. National RIF also generates support for local projects by getting RIF's message to millions of Americans through its annual public-service advertising campaign, which is given free time and space on radio and television networks and on local stations, and in national magazines. It publishes RIF's Guide *to Book Selection* and *RIF Newsletter*. National RIF works closely with cooperating publishers to obtain sizeable discounts on book prices for local projects.

Local RIF projects are *locally* run and *locally* funded; each is adapted to individual circumstances. Projects are large and small. Sponsors are many and varied. They can be organizations, businesses, clubs, foundations, libraries, schools, or a combination of several. Following guidelines provided by National RIF, just about anyone can organize a Reading Is Fundamental project.

Attached is an outline of RIF's rapid growth and expansion into 43 States of the Union since its inception. In addition to the current 128 active projects there are over 100 in the process of development.

We wish to call special attention to a major facet of our program -- to meet the bi-lingual needs of children of Spanish heritage. In 1971 RIF received a grant from the National Endowment for the Humanities for "A Study of Material for Mexican and Spanish-American, Puerto Rican, Cuban and Other Latin American Children". Research for this study was done by Development Associates, Inc. under the supervision of Leveo Sanchez. The study demonstrated the great need for relevant and bi-lingual books in the Spanish heritage communities of this country.

RIF has been attempting to find books about situations and personalities with which the children of Spanish heritage could identify. Not only is there a dearth of these books in paperback but there are also relatively few in expensive hardback editions.

Bi-lingual books that are not classroom texts are especially difficult to find in paperback. These are the books most in demand by RIF programs and we have scanned bibliographies of bi-lingual, bi-cultural materials throughout the country. Unfortunately, when available, these books are triple the cost of other paperbacks.

RIF has also researched both publishers and distributors to find sources for paperbacks for Spanish heritage children and has provided our projects with the available information. There are a number of children's paperback Spanish language books available from Spain and Latin America but they are mainly translations of English language books.

RIF is urging publishers to seek out authors who can best write the bi-lingual books that are needed. Through our projects, RIF is demonstrating a need and demand for these books.

Some 40 RIF projects are serving Spanish heritage children in Arizona, California, District of Columbia, Florida, Connecticut, Illinois, Michigan, New Jersey, New York, Oklahoma, Pennsylvania, Texas. Valle Del Sol RIF in Phoenix is providing books for children in 21 Barrios and seventeen elementary schools from six school districts. The dearth of Spanish language materials forced the RIF volunteers to go to Mexico for paperback books.

A letter from a teacher in California points up the need for bi-lingual books: "I was teaching in East Los Angeles where children just don't have books in their homes. And so we were very happy, some time later, when we learned that the children in our school would receive books. It was a wonderful, almost overwhelming experience for our boys and girls. Not only do they have very few, if any books at home, there is seldom anyone to read to them, or with them, because the parents are unable to read English. These were seven and eight year olds. The next day they began to bring back their books for me to read to them."

Recommendations

In view of the success of RIF's paperback book programs cooperatively undertaken with schools throughout the country, we respectfully suggest that the legislation now being considered by your committee contain some provisions which would permit the following:

1. Purchase of paperback books by schools to be made available to children in the elementary grades. A minimum of five books per year should be made available to each child.

2. The books purchased should be made available to the children in a paperback book program that would permit them to freely select their own books and retain them for use at home.

3. To facilitate the above, the schools should be provided with sufficient funds to enable them to work with non-profit organizations whose programs and resources can be helpful to the schools in the implementation of the paperback book programs.

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October 31, 1973
Senator Pell

These provisions if implemented would supplement and complement existing efforts and innovative programs for reading competency. The end product would be increased motivation, technical proficiency, parental involvement and a strengthened school, home, and community relationship.

Sincerely,

Margaret C McNamara

Mrs. Robert S. McNamara
Chairman of the Board
Reading Is Fundamental

Enclosures
  Brief History of RIF
  RIF/Right to Read Letter

MCMc/su

Brief History of Reading Is Fundamental

1966 - 1973

1966-1969 - Pilot Project - Washington, D. C. - $150,000 grant from Ford

Number of Children Served	110,000
Number of Books Distributed	575,000

The project was sponsored by D. C. Citizens for Better Public Education in cooperation with the D. C. Congress of PTA's, Home & School Association, Action Committee for D. C. School Libraries. Among foundations other than Ford that contributed to the Pilot Project were: Old Dominion, Cafritz, Strong, National Home Library. Support also came from local businesses and organizations.

The first phase of the program was in the Schools:

41,000 children -- 205,000 books
9,000 additional children in summer school, etc. received 20,000 books

Over 250 parents and other volunteers devoted some 6,000 hours to the program. Three distributions were made during the year in each of the 60 schools served. These volunteers were responsibile for planning and operating 180 distributions.

The second phase of the program was in the Community:

Parents participated in operating RIF in a Community Cooperative Laundromat, Churches, Housing Development, Block Neighborhood Centers, Pre-School Centers. Other groups that participated in RIF were the Juvenile Court, Anacostia Museum, D. C. Children's Residential Center, Recreation Centers, Social Service Divisions of Public Welfare, Community Tutoring Programs, and in School Tutoring programs with both adult and teenage tutors.

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National Reading Is Fundamental Program - two year grant of $235,000 from Ford

1968-69 - Housed in the Smithsonian

Objectives according to proposal for grant:

a. Disseminate information on RIF to interested communities and schools throughout the country
b. Provide technical assistance to communities interested in developing a RIF program, especially in urban centers and rural areas where there are large minority populations
c. Help sustain the pilot RIF Project in D. C.

No projects were developed this year.

1969-70

10 RIF projects were developed

171,729 children were served

343,458 books were distributed

In order to get a cross-section of Model Projects started, National RIF paid the salaries of Project Directors to develop RIF Programs in Cleveland, East Los Angeles, New York City, West Virginia, Pittsburgh.

Cleveland RIF, sponsored by Project WORK, after the first year, became self-supporting with funding from local foundations. The program served between 25 and 30 thousand children by the end of its first year of operation. Working through community groups a large number of pre-schoolers, teenagers and adults were also served. Eventually the Superintendent of the Cleveland Public Schools agreed to take over RIF and incorporate it in the public school system.

West Virginia RIF became incorporated and is governed by a Board of Directors representing a broad cross section of people. Three areas were served during 1969 with initial funds for books being raised by the community in these areas through hot dog sales, pie socials and fairs. Additional book money from National RIF was made available through funds solicited by national from IBM and the National Home Library Foundation. With this money twelve additional areas were served including schools as well as community centers. The donation of a Bookmobile further extended the area served. A number of local groups and organizations donated money to the program, the largest ($500) coming from Ashland Oil for operation of Fun-mobile, which travelled 300 miles a week. The program has expanded to two other counties in West Virginia.

Pittsburgh RIF became self-supporting after the first year and is now in its fourth year of operation. It is sponsored by the Urban League and Chatham College. The current Budget for Pittsburgh RIF is around $100,000. During its first year of operation the program distributed 81,386 books to 27,000 children. Hundreds of parents were involved in the program, the majority of them on welfare. Almost a hundred were hired by the school system as para-professionals after their training and experience as RIF Aides.

National RIF also provided book money for programs in Mississippi and Arizona. Sponsors of Mississippi are the Mississippi Teachers Association and Prentiss Institute. They supplied the Project Director and a bookmobile for a basically rural program. Distributions were made at community schools, community centers, homes and schools.

Arizona RIF, sponsored by Teachers Corps at Northern Arizona University, became incorporated, and was operated by an Advisory Board that included representatives from the business, State Department of Education and professional communities of Arizona, and both the Navajo and Hopi tribes. Volunteer services, including Hopi and Navajo, operated the program. In addition to Bookmobile distributions on the reservations, books were circulated from RIF Libraries set up in communities on the reservations and operated by Indian personnel on a volunteer basis.

1970-71 - three year grant of $400,000 from Ford Foundation

18 RIF projects -- 8 new ones

190,271 children were served

380,542 books were distributed

Two of the eight new projects were large ones. Hartford, Connecticut RIF, sponsored by the Hartford Public Library, received $70,000 funding from Model Cities. An Advisory Board of representatives of the Library, Board of Education, Model Neighborhoods, Educational Task Force, and community residents was appointed. Over 4,000 children in the schools were served and playgrounds and recreation centers were covered by a bookmobile. Syracuse RIF served 11,000 children in 19 public schools and in nine parochial schools with distributions of 55,000 books.

Pittsburgh RIF initiated a Home Reading Program to serve forty-seven children, pupils in a school where parents were not participating in RIF activities. A student team of eleven was recruited from the University of Pittsburgh and from Chatham and Allegheny Community Colleges. They were trained and supervised by two professors,one from Chatham College and one from the University of Pittsburgh.

Once a week a member of the team visited the home of one of the forty-seven children and spent 45 minutes to an hour with him. Changes took place. Parents, probably for the first time, became involved in their child's learning. Children looked forward to the visits, and a relationship of mutual respect was established between the family and the tutor. The design of the program has been written up for dissemination to other RIF projects.

The RIF Advisory Board in Pittsburgh financed an evaluation of the local project by a professional research organization. The report concluded that teachers, school librarians and principals were in agreement that the RIF Program helped motivate students to read and increased their enjoyment of reading. Circulation in several school libraries increased after RIF started. Pittsburgh also sold 40,000 paperback books - 10¢ each - at Book Fairs in the neighborhood in which the RIF Program operated.

D. C. RIF developed 25 Matching Fund Programs with a variety of organizations and groups such as: Children's Hospital, Church Women United, National Capital Area Day Care Association, National Capital Parks, Anacostia Museum, Model Cities Programs, individual schools.

1971-72

55 RIF Projects -- 37 new ones in 27 states

236,000 children were served

708,000 books were distributed

The Advertising Council approved RIF for listing in the Council's Public Service Advertising Bulletin and a public service ad campaign was launched in September and October. RIF was given 2 million dollar's worth of time and space: The campaign was carried by 151 television stations and 145 radio stations. Magazines carrying the advertisements included: Time, Newsweek, U. S. News and World Report, Harper's, Atlantic, House Beautiful, McCall's, Ladies' Home Journal, Dun's Review, Reader's Digest. All time and space were given free to RIF. For the ten months in which the campaign ran, response averaged over 1,000 inquiries per month.

To keep up with the demand for project development assistance that resulted, two regional directors were added to the RIF staff, one based in Pittsburgh and one in Phoenix.

The largest of the 37 new projects were developed in Houston, Syracuse, San Francisco, Northern Virginia, and Phoenix. In Houston, supported by Title I Funds, RIF distributed some 100, 000 books to 23, 000 students. In Syracuse, also supported by Title I Funds, RIF served 11, 501 school children in 21 public and 9 parochial schools. Both programs did evaluations. In Houston, 65% of the pupils were stimulated to buy books on their own. Seventy per cent of the parents said they had been moved to buy books for their children. In Syracuse, 4, 783 parents responded to the questionnaires sent to them, with 99% asking to have the program continued. A survey made in one school library showed an increase in book circulation of 53%.

San Francisco RIF was sponsored by the Friends of the Library and supported by the Library and a local foundation. They had a book fair prior to starting distributions at which parents and children examined the books to determine which would be of most interest to them. San Francisco RIF also experimented with taking children on trips to the warehouse to make their book selections. This proved to be a fantastic educational experience for the students. They were highly stimulated by the wide variety of choices and took considerable time making their selections. A follow-up assessment showed that the books were all eagerly read and discussed by those who shared the experience.

Northern Virginia RIF is sponsored by the Service League which is matching funds with a local foundation to provide $20, 000 a year for local RIF projects in the area over a three year period.

In Phoenix, the Val de Solle is sponsoring a RIF program that served 7, 000 Mexican-American children in 17 barrios.

The success of the Pittsburgh Program, now in its fourth year of operation, resulted in a fund drive that raised $90, 000 from corporations and foundations.

The U. S. Jaycees adopted RIF as their Reading Literacy Program for the year, and the American Association of University Women endorsed RIF and is encouraging local branches to organize projects in their communities. There are currently about 25 AAUW sponsored RIF projects.

D. C. RIF's Matching Fund Programs have stimulated a dozen organizations and groups to include RIF in their budgets with D. C. RIF providing a book ordering and delivery service.

1972-73 - Matching grant of $1,150,000 for 3 years from Edna McConnell Clark Foundation

128 RIF Projects - 73 new ones - in 48 states

300,000 children served

1,000,000 books were distributed

The 1972-73 public service advertising campaign for RIF brought a heavy response from the public. During the first month, 3,712 inquiries were received and the mail continues to pour in. Over 143 radio stations and 218 television stations carried the RIF ad.

In addition to a total of 128 active RIF Projects, 89 other projects are in the preliminary stages of development.

Dr. Sidney Nelson was appointed President of RIF after an extensive search. During this current period of rapid growth he is stablizing the program and organizing means to support it in the future.

One of the largest of the new programs is Brooklyn RIF which will serve 50,000 children in 100 schools in grades K-3. The program is funded by a grant of $169,000 from the Emergency School Assistance Act. The RIF Advisory Council in Brooklyn is made up of representatives from the community as well as the schools.

D. C. RIF developed an incentive program in cooperation with the D.C. Public Libraries. For every 12 books a child took out and returned to the library he was able to select a RIF book to own. From Febrary to May with seventeen branch libraries participating, 695 children became eligible to select RIF books. 199 earned more than one book. RIF provided 1,054 books in all. At 12 books for each free book awarded, this meant that a total of 12,648 books were circulated from the children's division of the 17 branch libraries. The children were invited to select their books at an Award Ceremony at the Martin Luther King Memorial Library on the same day that D.C. RIF had its Spring Book Fair. A total of 5,225 paperback books were sold at the fair from 10 am to 4:30 pm at subsidized prices of 10¢, 25¢, 50¢ and 75¢.

Publishers are becoming increasingly aware of the large numbers of books being purchased by RIF programs. Many are offering sizeable special discounts for RIF and are facilitating purchase and delivery.

Close to 50,000 copies of the RIF Book Guide have been distributed since it was first published in 1970. The Wisconsin Department of Public

Instruction, with the permission of RIF, reprinted the Special Ethnic Book sections of the RIF Book Guide, and "is making this booklist available to school districts which are seeking to improve the intercultural book offerings within their libraries and classrooms".

RIF held its first conference-workshop in Washington, D.C. with 35 eastern region projects participating. Dr. Robert M. Coles, research psychiatrist at Harvard University Health Services, spoke at the opening dinner meeting. His subject: The Importance of Motivation in a Child's Learning and How RIF Answers This Need. The workshop was highly successful and plans are underway for additional regional workshops.

Figures on Growth of RIF
1966-1973

Year	No. of Projects	No. of Children	No. of Books
1966-69	D. C. Pilot Project	110,000	575,000
1969-70	10	171,729	343,458
1970-71	18	190,271	380,542
1971-72	55	236,000	708,000
1972-73	128	300,000	1,000,000
		1,008,000	3,007, 000

Organizations that have supported RIF Projects with contributions in kind, services, personnel and volunteers.

Church Women United
American Association of University Women
Black Business and Professional Women
Business and Professional Women
American Red Cross
Concerned Black Parents, Inc.
Rotary Club
Service League
Soroptimist Club
National Council of Negro Women, Chicago Branch
National Council of Jewish Women, Mobile Branch
Kiwanis Club, D. C.
Urban League
Baldwin Park Kiwanis Club
Beattyville Women's Club
Riverside Junior Women's Club
Counsellors of Little Women Club for Disadvantaged Girls
Church Women Community Action Group
Columbus, Indiana Service League
Hopi Action Committee
Mt. Zion United Methodist Church of Clearwater, Florida
Northside Center for Child Development, New York
United Methodist Church of St. Petersburg, Florida
Tribe, Inc., Indian Island, Maine
Businessmen's Interracial Committee on Community Affairs
East New York Community Corporation
Kent-Queen Anne's Talbot Area Council, Inc.
Mississippi Teachers Association
Parent Child Center
Parent Teacher Associations
Project WORK
Sophia Sutton Mission
Teacher Corps
United Youth Action
VISTA
Young Great Society
Boy's Athletic Club
Afro American Cultural Development Center
Friends of Greensboro Public Library
GI Forum
The Kiwanis Club of Montgomery
Rotary Club of Reading
St. Francis Episcopal Church of Greensboro
Junior League

Berks County Medical Society
Service League of Northern Virginia
Soroptimist Club of Santa Fe Springs
The Valley Presbyterian Church of Phoenix
Southwest Christian Ministry
Girl Scouts
Boy Scouts
Granges
Sibley Plaza Houses
East Potomac Public Housing
Multi Service Club
Co-op Laundromat
National Capital Day Care Association
Public Welfare, Social Service Division
Mother's Helper Center
St. Paul Augustine School
Lorton Reformatory
Capital East Community Organization
D. C. Children's Center
Juvenile Court
Youth Serving Youth
Junior and Senior High Service Groups
Public Libraries
Individual Public Schools
Junior League Book Club
Sligo 7th Day Adventist Church
People's Congregational Church
National Planning Council
Anacostia Neighborhood Museum
North Arlington Parish Child Care Center
Southeast Philadelphia Neighborhood Health Center
Jefferson Children and Youth Project
United Communities
Jaycees
Valle del Sol

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
WASHINGTON, D.C. 20202

Dear Colleague:

Reading is Fundamental (RIF) is a program working closely with the Right to Read effort. RIF is a program developed through private efforts to provide self-selected books to children.

As you well know, the latest techniques, programs, machines and devices will not work unless a child wants to read. This is what RIF is about---to motivate a child to want to read. RIF's objectives are to lead a child to experience and pleasure found in books and to encourage him to develop and follow his own interests through books he selects. RIF has operated in many rural and urban areas to give books a new value and perspective.

This national activity being advanced by volunteer leadership is completely compatible with the Right to Read effort. The enclosed joint Right to Read-RIF suggestions are commended for your consideration and support.

If you would like additional publications or information about RIF, please contact: Mrs. Eleanor Smollar, Reading is Fundamental, Smithsonian Institution, Arts and Industries Building, Washington, D.C. 20560. Her number is (202) 381-6117.

Sincerely yours,

Ruth Love Holloway

Ruth Love Holloway
Director
Right to Read Program

DEPARTMENT OF PUBLIC SCHOOLS
ADMINISTRATION OFFICES
150 Washington Street
Providence, Rhode Island 02903

Paul W Masem
Manager
Planning & Program Development

August 16, 1973

The Honorable Claiborne Pell
The United States Senate
325 Old Senate Office Building
Washington, D. C. 20510

Dear Senator:

It has come to my attention that Senate Bill 2069 submitted by Senator Thomas Eagleton is intended to provide grants for strengthening and improving undergraduate instruction in the teaching of reading, including in-service training programs. Further, this bill will authorize $50,000,000 for fiscal 1974 for grants to institutions of higher education for planning and carrying out undergraduate programs in the teaching of reading and for developing and carrying out cooperative programs with local educational agencies to solve reading problems.

Even a cursory examination of the use of federal monies to assist education on the elementary and secondary level would indicate that the greatest share of this money is going into teaching children to read who have not been able to master reading in the regular school program. Senator Eagleton's bill would appear to be a sound preventative measure which, in the long haul, might save federal expenditures in the area of reading.

I urge your strongest support for this bill.

Sincerely,

Paul W Masem
Paul W. Masem

PWM:ek

CC: Senator Eagleton

WETA,
Arlington, Va., October 29, 1973.

Senator J. GLENN BEALL, Jr.,
Russell Building, Washington, D.C.

DEAR SENATOR BEALL: I would like to convey my hearty endorsement of S. 1318, The Elementary School Reading Emphasis Act of 1973. Of particular merit is the recognition of public television's unique capacity to provide in an effective and economical way, a much-needed in-service training resource for teachers. WETA-TV would consider such a telecourse, designed by reading and media experts from across the country, a valuable addition to the educational services it offers the Greater Washington Metropolitan area. Although I cannot speak for other stations across the country, I feel that they would share my enthusiasm for such a tool that would assist in ameliorating a problem situation that touches every school system in the United States.

Sincerely,

RICHARD T. PIOLI,
Director, Educational Services.

TRENTON PUBLIC SCHOOLS,
BOARD OF EDUCATION,
Trenton, Mich., October 10, 1973.

Hon. Senator GLENN BEALL.

DEAR SENATOR. Thank you for your reply to my letter of September 14 regarding S. 1318.

Overall the proposal looks like you are on the right track especially in promoting summer sessions for reading disabled children. The work we have done here supports the need very dramatically in evidence derived from:

1. pre and post test data with selected children and randomly selected non-disabled children.

2. observation of early primary aged children who have had summer experience and who have been identified as reading disabled as opposed to learning disabled children who have not had summer programming.

This summer intensive reading program should offer *funding* to *all* districts which can clearly demonstrate that teaching techniques and methodology have changed to meet the individual needs of the learner. This is critical to learning by these children because traditional methods, used unfortunately, in about 95% of the nations schools do not assist the learning disabled to learn. Here again our experience over the last five years has shown to this school community as well as its board of education that teacher re-training is fundamental to the success of any program stating as its objective that it will help *all* children learn better than formerly in traditional schooling. Too often we have seen traditional schooling put on a new coat and declare itself something different than it actually is. This school was fortunate to have the services of Miss Mary DeKonty now in a doctoral program at Temple University, re-train its staff in reading techniques and methodology.

The idea of a Presidential Award is good. Although again I would say that motivation can come about quite readily through programming such as non-grading. Motivation is also inspired when material is prepared and brought to the learner rather than bringing the learner to the material. The former comes via non-grading and is highly effective while the latter comes via traditional organization and is about as ineffective and sterile as a school can get and still be called a school.

As to my concerns:

1. Why, in paragraph 3 column 1, page 1, are concerns directed only to areas with high concentrations of children not reading at appropriate grade level? This would appear to exclude all but the large urban centers where the need is perhaps the greatest and where perhaps the teaching quality is the poorest. Do you foresee help given to all areas having numbers of children identified as having reading weakness. Again unless teaching techniques are changed by those doing the teaching your bill could recommend $900,000,000 and still fall short of its goal much as the "Science Push" of the 60's fell short of its goal. A number of references are made to "grade level." How is grade level to be defined and by what criteria of evaluation will it be determined?

3. Dr. Clarks' suggestion in paragraph 5, column 3, page 1, might appropriately be recommended for all children having reading weakness. What good is a fifth or third grade science text to a child reading at a primer level?

4. With regard to the teaching of reading by specialists alone I believe this goal will be most difficult to reach because not only do we need to teach elementary teachers how to teach reading, but we need knowledgeable people at the university level who are presently teaching reading to future teachers. Many of these are doing a very poor job because they too need to be re-trained. I like the idea of using television to do some of this re-teaching. We have used video tape very effectively to do this with teachers in this school.

5. Does the teaching of reading for 40 minutes per day by a reading specialist mean that the "homeroom" teacher will do no reading instruction? The homeroom teachers role can only be practical if the "homeroom" teacher approaches the teaching of reading in the same manner as does the specialist.

Again may I compliment you for taking the initiative in this area of need and encourage you to see it successfully finalized into a worthy venture of learning for all children without regard to the ghetto from which they come.

Sincerely,

CARL G. BUHSE, *Principal.*

FRANCES I. DELANY, Ph. D.,
Scarsdale, N.Y., September 12, 1973.

Hon. J. GLENN BEALL, Jr.,
U.S. Senate,
Washington, D.C.
Hon. PETER H. DOMINICK,
U.S. Senate,
Washington, D.C.

GENTLEMEN: Details of the bill to promote reading only reached me today and unfortunately I leave for Europe this evening on a trip planned several weeks ago. This necessarily curtails remarks I would like to make in support of S. 1318 on which I understand there will be hearings the week of September 17th.

I have served for the last five years as Chief Psychologist of the League School for Seriously Disturbed Children at 567 Kingston Avenue, Brooklyn, New York 11203. During that period, during my period in training for my doctorate and during the 30 years in which I have observed my own seven children grow, I have become increasingly concerned at the chaotic reading of the current crop of American Youth.

It is tragic both for youth itself as well as for the future welfare of our country to have this weakness assuming major proportions.

My own children, arrived at reading competence after various techniques matched more to teacher training than learner aptitude.

My professional and personal life has been dedicated to promoting joy in learning. Reading represents the body of knowledge from which learning leaps into formative minds.

Reading is the key, the essence of further achievement. Difficulties in implementing reading capability are intensified by the individual variances in development.

The need for an able literate citizenry underlines the priority of S. 1318.

I send a copy of this letter to Senator Javits and to Senator Buckley, the able Senators from New York and request them to lend support to this worthwhile proposal.

Sincerely,

FRANCES I. DELANY.

THE SCHOOL DISTRICT OF PHILADELPHIA,
BOARD OF EDUCATION.

JOE CARTER,
C/o Senator J. Glenn Beall,
Russell Office Building,
Washington D.C.

DEAR MR. CARTER, Enclosed is additional material which has been published about the Television Reading Program—which I am a co-creator.

I wish to take this opportunity to express my greatest support for Senate Bill 1318. It offers the educational community the opportunity to attack a grave crisis—the reading problem. Reading is an absolute necessity in today's society. Without the ability to read there can be little hope for an individual's success.

Senate Bill 1318 would permit the development of a solid, strong, and viable reading foundation for America's children.

By providing for minimum periods of reading instruction and specialized teaching along with summer intensive reading programs, a major step in the battle against illiteracy has been made.

Projects which analyze reasons for children falling behind look for root causes and therefore their solutions.

The Bill provides for a great deal of participation by the State Educational agencies. This encourages the process of the New Federalism which is so vital in proper public administration.

Every teacher is really involved with reading. Therefore, establishing a reading corps would greatly help all teachers by infusing this specialized expertise.

The use of educational technology is a major development. By utilizing television, video cassettes, and all educational technology, the teacher is in a position to maximize his expertise while taking advantage of modern technology.

The importance of teacher education in reading can not be underscored enough. The emphasis placed on this development of staff is a great strength.

I sincerely hope that the Senate and the House of Representatives will pass on this legislation. It would provide a massive thrust of energy and participation by many who regard reading as essential to solid education.

Sincerely yours,

BERNARD SOLOMON, *Administrator*.

[From the New York Times, June 24, 1973]

"KUNG FU" AND "SANFORD" PRAISED AS AIDS IN TEACHING OF READING

(By Wayne King)

PHILADELPHIA, June 23—Nine hundred inner-city public school students are using classroom time to watch "Sanford and Son," "Kung Fu" and other popular television shows here in what educators regard as a breakthrough in motivating children to read.

The procedure is uncomplicated: The children simply watch a videotaped television show on a closed circuit set while following the written script of the program provided to them before the class.

"The results are truly amazing," said Dr. Michael P. Marcase, an assistant superintendent of schools who, along with two staff members, Bernard Soloman and Michael McAndrews, developed and implemented the program.

The technique is still experimental, but the enthusiasm the program has generated among pupils and teachers has already brought requests from 20 other inner-city schools in the system to inaugurate it in their classrooms next year, according to Dr. Marcase.

ARCHDIOCESE SHOWS INTEREST

The Philadelphia archdiocese has also shown an interest in the technique for use in the large parochial school system here, and Dr. Marcase reported that New York school officials were studying it for possible use there.

A thorough evaluation of how well student enthusiasm for the program translates into better reading scores on tests has not been completed, Dr. Marcase said, but preliminary testing and observation indicate that the program is highly effective.

Moreover, the students not only show "high motivation" to learn to read, but also teachers who are using the system say that their students are showing strong interest in writing, and a number have asked to be admitted to typing classes so they can write their own scripts.

"No program of this kind is a panacea," Dr. Marcase said, "but we are greatly encouraged, to say the least. The failure of students to learn to read is a great problem here, as it is in most urban school systems."

HOW STUDENTS RANK

Last year, about 65 percent of inner-city students in Philadelphia ranked in the lowest one-eighth nationally in reading skills on standard tests—at or below the 16th percentile.

Just how much the script reading will improve that situation remains to be seen, but visits to classrooms in the Rhodes Middle School, where the program has been under way since March, indicate great student interest.

In the classroom of Mrs. Elizabeth Riley, students who had previously dozed off during conventional reading instruction clamored to read parts aloud from scripts provided by the producers of "Kung Fu." The television show is about an Oriental named Cain who solves problems with the martial art and mental discipline of the American West.

One youngster, a 14-year-old who had been tested as reading at the first grade level, read with only occasional stumbling from a script of the program.

"But the most important thing," Mrs. Riley said, "is that he volunteered to do it. He wanted to read aloud. That's something new here—children who actually want to learn to read."

ABSENTEEISM REDUCED

"Before we started this," she said, "the kids were listless, bored. They went to sleep or didn't show up at all. Now we've cut absenteeism way down, and you wouldn't believe the enthusiasm."

Other teachers using the technique had similar comments.

Teachers re-enforce the basic approach—passing out the scripts to the students, giving a brief explanation and turning on the set. There are follow-up lessons, derived from the scripts—how the words are used, what they mean, sentence structure and, occasionally, a discussion of the implications of the plot itself.

There are also short exercises keyed to the programs, reading aloud from the scripts and, for some, writing their own scripts.

Neither the students nor the formulators of the program know exactly why it works.

"One of the things, I'm sure," said Mr. McAndrews, one of the formulators of the concept, "is that there is immediacy and relevance to television for these kids. They get to pick the programs they want to use, so they're seeing what they want to see.

"THEY WANT TO LEARN"

"But it's true that we don't know exactly why they don't just ignore the scripts and simply watch the program. But invariably we find that their eyes flick right down to the script from the screen. They look up occasionally, but by and large they just follow along. I think they really want to learn to read."

Dr. Marcase, who is equally mystified about the translation from screen to script, agrees that there is usually a basic desire in children to learn to translate the written word—a desire that is apparently frustrated by conventional methods of teaching reading.

"Children who are written off by society as unteachable aren't at all," he said. "They will read what they enjoy reading."

The experiment is now confined to grades 5, 6, 7 and 8, Dr. Marcase said, but he believes that the technique is applicable to all grade levels and to disciplines other than reading.

[From the Philadelphia Inquirer, June 15, 1973]

TV, SCRIPTS SPARK KIDS IN READING

(By Linda Loyd)

Opening scenes of "Kung Fu" flashed across the television screen, and Elliot Moore, 13, riveted his attention first on the closed-circuit set at the front of his classroom, and then on a script of the program.

"I never used to read. I wasn't very good at it," whispered the 7th grader, gingerly tracing the written dialogue of the current television show.

The youngster is one of 850 seventh and eighth grade students at the Rhodes Middle School in the heart of North Philadelphia who are learning how to read by watching videotapes of such television shows as "Sanford and Son" and "Here's Lucy."

The students read along on the scripts and in some cases, act out roles.

As Elliot spoke, 28 pairs of young eyes darted between the television, where the dashing hero of "Kung Fu" is a man named Cain, and their scripts on the table directly in front of them.

"This makes reading a lot easier, just to see the screen and hear the words as you read them," said Elliot. "I like reading a little better now."

Elliot and his classmates at Rhodes consider themselves lucky.

They are improving their reading skills—and in some cases learning to read—by watching their favorite television shows.

After all, they ask, how'd you like to see "Sanford and Son," "Here's Lucy" and "Bryan's Song" in reading class twice a week instead of poring over one of those "dull, boring" textbooks?

"The idea is that a youngster watches television anyway—here we're using it as a learning activity," said Jacob Hoffman, principal at Rhodes, where about half of the 1,600-pupil student body watches television to help them read.

Hoffman believes the program, thought to be the only one of its type in the country, has "great possibilities of expanding beyond reading to learn social studies, ecology and city government."

"We've just touched the tip of the iceberg," he said.

Called the "individualized television program," the plan was put into operation by the school district in early March after the teachers' strike.

It's too early to tell whether the program will actually boost reading skills as measured on standardized tests. The latest national test scores showed that 45 percent of Philadelphia public school children can hardly read, if at all.

But the four reading teachers at Rhodes who use the program say that daily attendance is higher, discipline problems have been virtually eliminated and previously "turned off" students are now "turned on."

In fact, the program is so popular that Mrs. Sylvia Blackwell's class of fifth and sixth graders asked if they could try it, too.

Here's how the program works: First students are asked to list their favorite television programs. Teachers then videotape the shows, after receiving permission from the program producers. The producers have also agreed to provide copies of the scripts.

The next step is to identify a student's reading needs. Students watch a five-to-ten minute segment of a TV program and then pause for a short lesson on a particular skill—phonics, vocabulary and so forth.

After that, students perform short exercises based on the program they have just seen, often creative writing and role-playing, in which they act out the popular stars of the program.

"We've seen brilliance in students that before now had been considered average," remarked Bernard Solomon, a central school district staff advisor who along with another supervisor, Mike McAndrews, dreamed up the concept three years ago when they were both classroom teachers.

"We saw that the problems of reading were not with the students but the producers and manufacturers of reading materials," said Solomon.

In devising the plan, they kept in mind that children generally love television and, by the time they graduate from high school, have sometimes spent more hours in front of the "tube" than in a classroom.

"But the most important thing," Solomon said, "we don't pay a nickel for hese materials."

[From the Philadelphia Daily News, Sept. 11, 1973]

"SANFORD & SON" HELPING KIDS READ

(By Richard Deasy)

A unique reading program using video replays and scripts from popular television shows could reach as many as 10,000 public school pupils here this year.

The program is being watched nationally by educators and is being called by school officials here "a possible major breakthrough" in motivating students to read.

Students are shown replays of their favorite TV shows—"Kung Fu" and "Sanford and Son" get top billing—and follow the dialogue by reading copies of the original scripts.

Reading exercises based on the shows are then used, with the students eventually acting out some of the parts or writing scripts of their own.

The program was tried successfully last year with 810 students at the E. Washington Rhodes Middle School at 28th and Clearfield sts. and school officials are considering introducing it at 20 more schools.

"We will decide next week how many schools we can phase it into," said Associate Superintendent Michael Marcase, who developed the program with school communications specialists Bernard Solomon and Michael McAndrew.

"The attitudes of children in the program are completely changed," said Ruby Bratcher, a teacher at Rhodes who worked with the seventh and eighth graders taught by the method.

"Attendance is better. Kids who never volunteered to read orally are volunteering.

"We have virtually no discipline problems when they're in the class and attention is much better."

But the major discovery is that students insist on reading the scripts while the show is being televised.

"You'd think they'd lean back and just watch," said Solomon, "but they don't. They all read along."

"I think that's the key," Marcase said. "They are discovering a new world of words. They are discovering that what they have seen and heard can be captured by the written word.

"And that is what reading is all about."

SEPTEMBER 17, 1973.

Senator J. GLENN BEALL, Jr.
Senate Office Building,
Washington, D.C.

DEAR SENATOR BEALL: I appreciated your personnal note in reply to my letter commenting on the UPI release re: S. 1318. I especially appreciated receiving a copy of the bill itself.

Having taught in a classroom, as a remedial reading teacher, as a teacher for neurologically handicapped and now embarking on a year as a Title I teacher—for 1st grade—and meeting your definition of Reading Specialist (M.E.D. Rdy. U. of Pgh.)—I can only say, "at last!" Your perceptions of problems as they exist are very accurate.

The concept of preventing reading problems as opposed to the concept of the correcting of them is long overdue.

Basic research with hard data feedback is desperately needed to sift through the many apparent contradictions existing today. Having taught children with "learning disabilities for a short period—I suspect some suffered from "teaching disabilities"—I would give anything to share some hypotheses, some successful techniques etc. with men and women in the medical profession. The insight of the pediatric neurologist coupled with my reading training and "grass-roots" experience could open new avenues to explore.

Dialogues between medical personnel and educators are absolutely essential if the "wheel is not to be rediscovered" a dozen times or more by each of the profession. Combining efforts would not only economize money but also, time. Each day it runs out for hundreds more of America's students.

Making use of Public Television seems sensible. Having taken a TV course, I must respond that the time of the presentation is importantly related to its effectiveness. Unfortunately mine was presented at the dinner hour and as a wife and mother of two children I had other obligations at that time, also. Alternatives might be (1) have the school video-tape the program for later showings at more convenient times (2) have the program presented on different days—perhaps at different hours.

As you know Title I help is offered to only those target area schools eligible. Your bill would fill the void thus created. Reading help should be available to *every* child who needs it—not only those in the title programs.

Teacher training at the college level in the field of reading has left *much* to be desired. Changes have been slow to come. Learning the techniques of teaching reading is best learned by experience. I applaud those undergraduate programs that include a tutorial approach. A teacher-to-be is assigned to a child for the duration of a semester or year and has the opportunity to try the different approaches "on-for-size." Many ivory-tower ideas crumble as the need for realistic goals—workable approaches—becomes apparent. Both the tutor and the child have much to gain.

The concept of reading "up-to-grade-level" and the general use of grade equivalents is a source of bother to me. They have been sorely neglected and misused more than any other educational data I know. Cranbach in *Essentials of Psychological Testing*, says "Grade equivalents should be abolished!" I noticed that you seem to refer to these as a yardstick for measurement. Please consider the use of percentiles on standard scores instead. These can be compared test by test—grade equivalents cannot. Discuss with someone that has expertise in the field of test and measurement—some alternatives. Some qualified psychiatrist should present some interesting arguments—pro and con.

These comments I submit for the record along with my sincere appreciation for your concern and interest in this vital area.

Sincerely,

RUTH ANN PLATE.
Mrs. David H.

ARE AMERICANS BECOMING FUNCTIONALLY ILLITERATE?

(By Russell Kirk)

The basic tool of formal education is the ability to read. Despite our immense annual expenditure, per capita, upon schooling, we seem to lose ground in mastery of that basic tool.

Teachers of literature complain to me that the large majority of their high-school pupils will read nothing serious. Even the great novelists of yesteryear, let alone the great poets and philosophers, are rejected out of hand by the typical pupil: "Yuk!" Then the teachers offer them Hemingway and Steinbeck, say: again "Yuk!" They try the pupils with the latest sensationalism of the paperback racks: even so, "Yuk!" In a great many schools, the average pupil rejects all reading except comic books, and that at the age of 16 or 17.

Now obsessive television-watching, and other diversions, account in part for this decline of real literacy. But also we must confront the unpleasant fact that a large proportion of American boys and girls simply don't know how to read adequately.

One serious survey by the federal Office of Education suggests that almost half of the pupils in grades two, four, and six labor under "a critical need for compensatory programs in reading." And even among the 52 percent of pupils whose need may not be "critical," nevertheless reading skill may be lamentable by Swiss, Japanese, or Russian standards, say.

Senator J. Glenn Beall, of Maryland, proposes remedial measures at national expense. With Senator Peter Dominick, of Colorado, as co-sponsor, he has introduced Senate bill 1318, "to authorize reading emphasis programs to improve reading in the primary grades." This would not be obligatory upon state educational systems, but it would make available funds for reading reform.

This Beall-Dominick bill would appropriate $176 million, over a three-year period, for several measures. First, it would provide for the teaching of reading by specialists, for at least 40 minutes daily, for all children in the first and second grades. It would provide similar instruction, in grades three and above, for all children who have reading difficulties. It would make possible intensive summer programs in reading for children who fall behind "grade level" in reading.

Moreover, the Beall plea would establish a "reading corps" to recruit additional reading specialists, develop a reading course for general dissemination, including television instruction; create a Center for Reading Improvement, provide a presidential award for reading achievement, stimulating competition among schools. Considering the scope and importance of this project, the proposed expenditure from the Treasury seems modest.

All this would be a far more practical help to "minority" children than Head Start and other elaborate federal projects and statutes have been. Dr. Kenneth Clark, the Negro psychologist and educator whose testimony did much to bring about racial desegregation in public schools, now would give primary—nay, almost exclusive—emphasis to reading instruction in the urban schools that try to educate black and Chicano children. He would suspend all other subjects in "ghetto" schools for a year, to use that time for bringing up reading aptitude to "grade level." That accomplished tolerably well, it would be possible to teach other subjects, rather than using the schools as more ineffectual baby-sitting or adolescent-sitting centers.

So far, the federal Office of Education has been indecisive about the methods which ought to be employed for reading reform. One trusts that the proposed Center for Reading Improvement would develop an imaginative phonics program. At any rate, Senator Beall's "Elementary School Reading Emphasis Act of 1973" deserves all the help toward passage it can obtain from the friends of literacy.

Prepared statement of Alexander C. Hoffman, vice-president, Doubleday & Co., Inc., New York, N.Y.

Doubleday & Co., Inc. is a major publisher of a wide range of educational materials (elementary, secondary and college textbooks, supplementary reading materials, audio-visual and multimedia learning systems). We have a strong interest in the improvement of teaching effectiveness in our schools, and urge you to consider ways to increase the practical involvement of private sector educational companies in the various projects backed by the U.S. Office of Education, N.I.E. and other agencies.

Specifically, as you evaluate the two reading bills now before you (S. 1318 and S. 2069), we urge that you consider allocating some of the funds for developmental projects on which private sector companies can bid on an equal footing with academic institutions and other non-profit organizations.

Following are the reasons supporting this recommendation:

1. We still have an essentially private enterprise economy. Therefore, for any improvement in teaching effectiveness actually to be carried out in the classroom, it is almost always necessary for a private sector publisher to develop and produce the educational materials involved. However, the terms governing almost all publicly supported educational research and development prevents the fruits of such work from being utilized in educational materials that can be used in the schools. Virtually all existing enabling legislation insulates the private sector publisher from participating directly in publicly funded educational research, and from utilizing the results of

this work in the educational materials they produce and market; and yet if they do not utilize this research, it simply will not be utilized in most instances.

2. We believe this situation accounts for most of the frustration evident in the Hearing Record to date on S. 1318 and S. 2069. You keep asking the witnesses from the Office of Education and other agencies for examples of concrete accomplishments stemming from the millions of dollars they spend, and find it difficult if not impossible to unearth such examples. The primary reason for this is that the legislation under which these agencies operate prohibits them from dealing directly with the only organizations which are capable of achieving practical results in the real world - the publishers of educational materials.

3. Almost perversely, the existing legislation provides its primary ~~incentive~~ to continuous duplication of effort and re-invention of the wheel.
   - As long as federal money is available only for R&D, the results of which cannot be utilized by private sector publishers, the only way to utilize public appropriations is to propose endless research projects, the end result of which is an ever-expanding volume of reports residing in various organizations' files.

- The emphasis on local demonstration projects further stimulates duplication, not only between communities but between states. Further, these local projects usually produce truly inferior prototype materials which would not be practically publishable even if there were someone available to do it. As desireable as "local involvement" seems in the abstract, as presently implemented it seems to defeat the objective everyone seeks - widespread practical results in the classroom.

4. A constructive solution to this problem would be to enact legislation which opens up a channel for private industry to act directly on a competitive basis as prime contractors to deliver an educational product. The obvious problem of allowing publishers to retain copyright (a seeming public subsidy of private industry) could be solved by some form of pre-established royalty arrangement which might actually earn a profit on the public seed money. (There is something of a precedent for this in the current Ginn & Company early reading series which is based on some work done at the Southwestern Regional Laboratory).

   It is our conviction that if allowed to bid as prime contractors, and if allowed to propose specific projects for consideration alongside those offered by Academia or local educational agencies, educational publishers can save taxpayers money and allow Congress to harness $3 or $4 of private sector money for every dollar of public seed money invested. In addition to protecting the public interest through a royalty arrangement, it might also be possible to achieve this end through straight performance contracting in situations where adequate measurement is possible. (We believe, as is explained in greater detail in an attachment referred to below, the straight performance contract approach could well be applied to the teaching of reading to pre-school and early school children.)

We also urge a reduced emphasis on funding of research of the initial stages of educational programs, and greater emphasis on the development of useable end products and systems. Government supported educational programs would be more effective both educationally and financially if funding placed more value on product development and use in classrooms, instead of the current emphasis on repeated pilot projects.

An example of the kind of project we believe the government should support is the broader implementation of a tremendously exciting new approach to the teaching of reading to children aged 3-5 developed by Dr. Edmund B. Coleman of the University of Texas. Through ten years of research with children, Dr. Coleman has isolated, measured and codified a number of basic factors that are crucial to initial reading. In effect, he has gained new objectively verified insight into that almost mystical event that occurs in a child's mind when he first learns to relate sounds to symbols and combinations of these to words.

This research has shown that audio-visual techniques are key to utilizing these new insights in an effective teaching program. We have helped Dr. Coleman over several years by making the production facilities of one of the Doubleday Broadcasting Company's television stations available to him and his graduate students to develop experimental videotaped teaching lessons.

We then broadcast a very roughly produced prototype half-hour teaching program on KROD-TV in El Paso, and pre/post tests of children who saw the program confirmed the amazing results of earlier tests utilizing only a sound tape/slide format: even 3 to 5 year olds from disadvantaged homes in which no English was spoken could be taught to read an average of 2 to 3 words with a single half-hour teaching lesson which was sufficiently entertaining to hold their interest under home television viewing conditions. (Dr. Coleman has the first 26 programs fully outlined and the basic content for over 200 more programs blocked out.)

This suggests truly revolutionary potential, not only to reach children with television, but in the application of these same principles in teaching materials for use in schools. No existing reading program in schools achieves results like this. Although it accomplishes many good things, an exhaustive evaluation of "Sesame Street" by the Educational Testing Service showed that it does not teach children to read, even after exposure to over 200 programs.

Dr. Coleman then obtained a modest $50,000 grant from Right to Read to develop a few sample television spots. However, we felt that what was really called for at that point was broader validation of the earlier tests. This would require the production of the first half-hour teaching program in full network quality, getting it broadcast on a network, and validating its effectiveness with pre/post tests of projectable samples of various types of children.

In February 1972 we told Right to Read that Doubleday & Co. would be prepared to underwrite the full cost of this national validation program if some form of joint support of long-range program development could be worked out for implementation only if concrete evidence of results emerged from the validation program. (A modest amount of public support of the program development costs would be needed in order to price the programs at a level which would attract commercial network sponsorship. However, if this could be obtained, a very small amount of public money would harness a tremendous amount of private money to accomplish a social purpose. Consider this in contrast to 100% government funding of Sesame Street and Electric Company.)

While interest has been expressed in this project both in the Office of Education and in the President's Domestic Council, it appears we are all blocked by the "legislation does not permit" embargo. We are continuing to probe for alternative ways to move ahead, but urge you to consider legislation which would permit intelligent cooperation between the academic community, government and private educational publishers to solve our educational problems practically and efficiently!

Senator **BEALL**. The hearing is now adjourned.

[Whereupon, at 1 o'clock, p.m. the hearing was adjourned.]